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ABSTRACT

This interim report examines the second-year implementation of dropout prevention programs in the 42 public schools that are part of the New York Dropout Prevention Initiative (NYDPI). Evaluators employed both qualitative and quantitative methodologies in gathering data on the 29 middle school and 13 high school program sites, and on the background characteristics and outcomes of the students participating in the program. The Appendix provides a broad outline of the primary research activities of the evaluation. Major findings include the following: (1) implementation reached a stage of routine activity for most of the components at most of the sites by May 1987; (2) the key variable in successful implementation was the quality of program staff, especially of the facilitator and the site supervisor; (3) preliminary analysis of Middle School Monthly Summary of Service Reports (MSSR) reveals differences in the interpretation of what constitutes a school-student conference or an individual guidance session, and substantial differences from one middle school to another in the frequencies of services reported; and (4) analysis of dropouts from the 1985-86 programs found no meaningful school-to-school difference in dropout rates for middle schools, but some high schools had higher dropout rates than others. Statistical data are included on 17 graphs and 16 tables. (FMW)

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EVALUATION OF THE NEW YORK CITY DROPOUT PREVENTION INITIATIVE

INTERIM REPORT FOR YEAR TWO

by

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September 14, 1987

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Preface

Different project staff have played a heavier part in writing one or another section of this report, but all staff have contributed to the analyses and writing and take collective responsibility for it. The project acknowledges the very helpful consultation of Professors Terry Astuto and Maria Torres for the preparation of this report. Sarah Nazimova, administrative assistant, has been invaluable throughout the process.

Teachers College Dropout Prevention Initiative Evaluation

1986-87 Interim Report

Executive Summary

A fundamental question for the evaluators of any educational intervention is whether the program that is intended to impact on students has been implemented. During the 1986-87 school year, Year Two of the Dropout Prevention Initiative, staff from the Teachers College DPI Evaluation Project regularly visited all 29 middle schools and 13 high schools involved in the Initiative. The middle schools included fifteen that make up Project Connect, in which the intervention has been carried out entirely by Board of Education (BOE) staff, eleven in which services have been provided by community-based organizations (CBOs) in coordination with BOE staff, and three in a district where the CBO contract was canceled. Three of the high school sites comprised a pure CBO model using case management services, four represented a modified CBO model, three made up a systemic model using school-wide improvements, and another three comprised a modified systemic model. As it has turned out in the high schools, there is at least some CBO involvement in all of the schools, and some targeting of individual students for services in all of the schools, so that the original model distinctions are no longer as accurate as new ones that the evaluation will attempt to define in Year Three.

In addition to conducting observations and interviews in the schools, the evaluation staff scrutinized various monitoring documents produced by the Office of Student Progress and the Office of Funded Programs. Staff carried out a systematic implementation analysis, which entailed taking inventory of the DPI activities at the program sites, applying rating scales to the qualitative data that the evaluators had obtained on these activities, and analyzing contextual variables. In addition, the evaluators have performed a preliminary analysis of Monthly Summary of Service Reports submitted for the middle schools in November and February, and a preliminary analysis of data on targeted students who were discharged as dropouts in 1985-86, the first year of the DPI.

Implementation of Program Components and Activities

By May, 1987, the implementation of the Dropout Prevention Initiative was found to have reached a stage of routine activity for most of the components at most of the sites, at both the middle school and high school level -- "routine" meaning that activity occurred on a regular basis, procedures were set, and staff knew their roles, but also, particularly in the middle schools, that few major changes were being implemented. This is a substantial development beyond the first year of the DPI, when more activities were in start-up and early trial stages, and

seems appropriate for the second year of a complex innovation. At the same time, relatively few components were being scrutinized within schools for refinement or for larger, more general changes, except toward the end of the year in the middle schools and during the summer in the high schools, when major changes initiated centrally at the Board of Education were being planned.

There were various differences among the program sites in the extent and quality of the services offered; these differences may lend themselves to discovering the more precise characteristics of services and of service givers that are associated with student outcomes. Particularly at the high school level, there was much uncertainty about which students the DPI was serving or indeed was meant to serve; this confusion went beyond the issue involved in case-management vs. systemic strategies. Overall, however, it can be concluded that the Initiative was being carried out as intended, and thus that the stage is set to find out how the services affect students, specifically how they influence dropping out. Analysis of the effects of the programs on student outcomes in the second year can be expected to provide valid formative feedback to the Initiative, but should not be regarded as summative evaluation. This analysis will be reported beginning with the Teachers College Final Report for Year Two, in December, 1987.

In both middle and high school programs, facilitation occurred daily from the beginning of the school year. While the two middle school models were roughly comparable in number and frequency of meetings held, Project Connect facilitators appeared to do more staff supervision and program documentation than did facilitators in the CBO schools. In the high schools, pure CBO model programs showed the fewest facilitation activities. Both of these last observations may reflect the fact that CBO site supervisors themselves carried out many facilitating activities.

As part of attendance outreach, all middle school programs conducted home visits, generally on a daily or weekly basis. Several schools instituted "positive home visits." Phone calls were more prevalent in the Project Connect than the CBO-based programs. Twelve of the thirteen high school programs utilized phone calls; twelve also made home visits, and eleven used attendance incentives.

At the middle school level, nine of the fifteen Project Connect programs offered individual guidance on a daily basis, while all but one of the CBO-based programs offered individual guidance daily. Seven of the Project Connect and all CBO-based programs provided group counseling services. All thirteen high schools offered individual guidance as part of their dropout prevention programs; group guidance occurred in all but one school. The range of guidance services was much narrower in the pure systemic schools than in the modified systemic and the pure and modified CBO high school programs. Many of the additional guidance services were provided by the CBOs.

The health service component was not implemented in five Project Connect and three CBO-based middle school programs. In eleven middle schools, DPP assisted in maintaining and reviewing health records, the activity cited most often. Schools in the CBO-based model tended to offer a wider range of health services. At the high school level, the modified systemic model offered the widest range of services. Health activities varied widely among high schools. Only four of the listed activities were provided in more than three of the thirteen high schools: screening in eight schools, health fairs and individual health education in five, and referrals in four.

A greater variety of linkage activities was implemented in the high schools in 1986-87 than during the previous year. However, individual middle schools reported less variation in what they participated in. Most middle schools identified only one type of linkage activity. All Project Connect schools had tours or orientations at high schools, as did eleven CBO-based schools.

Every school in the Dropout Prevention Initiative had activities in the alternative education program component, although the number and character of these activities varied greatly. In middle schools, career education was by far the predominant activity, offered by twelve of fifteen Project Connect schools and eight of fourteen CBO schools. The Office of Student Progress introduced a new career education curriculum in 1986-87, but questions continued to be raised in the schools about the ideal career education for DPI students. (The career education curriculum appears to have been withdrawn for Year Three.) Ten Project Connect schools provided an enterprise program; ten CBO-based schools reported recreational activities. Alternative education activities in the high schools ranged on a continuum, from activities affecting a student's entire academic program (e.g., a block-scheduled transitional class) to one-day cultural enrichment or recreational activities. Three activities were common to all four high school models: transitional programs, job skills training, and before- or after-school clubs. The extent of alternative education activities was substantially increased in the modified CBO high schools, and stayed at essentially the same levels as Year One in the high schools of the other models.

Security was included as a program component only in the ten DPP high schools. Five had crisis intervention or conflict mediation. Two schools used program funds for extra security personnel. Six schools reported using their NCR automated attendance/entry systems as a security device.

Factors Affecting 1986-87 Program Implementation

Four specific changes in the program guidelines set forth by the Chancellor for 1986-87 had an impact on the schools in the DPI. These were more flexible criteria for identifying students at risk, with an increased emphasis on student retention rather than

retrieval; options to use funds for summer programs for students and for district level liaison between the schools and the Board of Education; the provision of transitional programs for students; and new requirements and funding for the high schools to develop linkage activities with their feeder middle schools.

For the most part, the programs experienced staff continuity between the first and second years. In at least eighteen schools, one or more CBO or Board of Education staff vacancy was not filled before January, reducing services to students. However, over 90 percent of the program staff were in place and many activities had begun by September.

The major start-up problem for the second year of the program concerned the identification of student participants. While many schools identified eligible students in September or earlier, these lists contained names of students who were LTAs or who never enrolled in the schools. Delays in obtaining budget and expenditure approvals also created start-up problems for the middle schools.

Overall, high school/CBO relations improved between the program's first and second years, with the collaboration reported to be better in six schools. In the middle schools, six of the fourteen CBO-based schools showed evidence that relations were worse.

The two programs with the lowest level of first-year implementation were health services and school level linkages. The health component was again poorly implemented in many sites, due in large part to the lack of resources for additional health services in the schools. With the new articulation guidelines, high schools planned and in many cases implemented new kinds of linkage activities; however, barriers to positive school-level collaboration still remained.

In order to explain why second year implementation proceeded as it did, the evaluators looked at a number of program and school variables. No single array of variables was observed to define a weakly implemented or strongly implemented program. Rather, patterns of variables seemed to determine how a program was implemented. The quality of program staff, and especially of the facilitator and site supervisor, was a key variable in successful implementation. Factors affecting the quality of staff included the amount of staff training and development provided and the availability of resources. Few middle school program staff reported having been adequately trained for their roles, and they had few opportunities to get together for development activities. The Office of Student Progress carried out technical assistance through their monitoring visits to the schools, much of it connected with insuring compliance to program guidelines, and some that was more developmental and problem solving. High school staff had more opportunities for individual and group training. Given the uncertainties involved in knowing how to address student attendance/dropout problems, even more training opportunities appear to be called for. Time was a scarce

resource for program staff, especially for those facilitators whose positions were not full-time.

Schools' perceptions of need for the dropout prevention program affected implementation. Schools which were seriously concerned either to reorganize entirely or to address squarely the problems of at-risk students used the program as an opportunity to do so; at the other extreme, some used DPI more opportunistically as mainly a source of extra funds. High levels of support for the program usually could not be generated or sustained without the active involvement of the principal.

Some schools experimented quite actively with goals and strategies, and their staff appeared to sustain high enthusiasm for the program. High school programs fostered staff involvement through DPP teams, funding for a variety of teacher activities, and flexibility in program design. However, many middle school personnel continued to express serious reservations about the program, and staff enthusiasm was lower at this level, even when program staff had high commitment to their own individual tasks.

Community-based organizations provided services which schools themselves typically do not provide, and also stimulated schools' own planning efforts. Individual CBOs differed with regard to their roles in defining school goals and strategies, and single CBOs behaved differently in different school settings, depending primarily on the quality of school/CBO relations and on staff skills. In general, schools and CBOs at the middle school level received very little assistance in learning to collaborate well. The situation was somewhat better for the high schools.

With a few exceptions, schools did not develop sophisticated ways to keep track of program activities and outcomes, and in some cases, especially in middle schools, did not have the time, training, or inclination to use the information at their disposal. Information management and program documentation require a special balance: too much paperwork interferes with delivering a program, or even with using it to monitor the program internally; too little paperwork, or documentation of services, makes it impossible to examine the program internally or externally.

Dropout prevention programs were more easily integrated into schools' overall programs when principals were committed and involved, when schools had past histories of innovation in this area, and when parent involvement was fostered by the principals and the programs. CBOs helped the programs to integrate with neighborhood programs and service agencies.

Analysis of Middle School Monthly Summary of Service Reports

In 1986-87, Board of Education DPP staff in the 15 Project Connect middle schools submitted Middle School Service Reports (MSSRs) each month for each child in the program to the Office of

Student Progress (OSP). BOE staff in the 14 CBO-model middle schools also submitted MSSRs each month for each child in the program to OSP, while CBO staff in 11 of these schools submitted MSSRs to Teachers College for November, February, and May. MSSRs were not submitted by the CBO staff of Touro College, whose contract was terminated in March. A preliminary analysis has been performed on the total of 8004 MSSRs submitted for the 29 schools in November and February. Although BOE staff did serve children in the District 9 (Touro College) schools, this summary will not include these schools further.

The average number of students served at a given time in the Project Connect schools ranged between 140 and 145. The average number of students served in the CBO schools depended on whether the BOE and the CBO staff in a given school worked with the same or with different students. In nine schools in three districts and working with three CBOs, the BOE and CBO staff served the same students and the average number of students served per month ranged between 80 and 105. In two schools in one district working with a fourth CBO, the BOE and CBO staff served different students, and the average number in each school was 150.

Overall, the most services reported in the two months combined were mail and phone (11903), followed by individual guidance (8291). Intermediate were extended day (3953), group guidance (3302), school-student conferences (3179), auto dialer (2049), and home visits (1923). Relatively few services were reported as parent conferences/guidance (990), contact with health personnel (456), and participation in linkage activity (419). Alternative education services during the school day were not recorded on the MSSRs and thus are not included in this analysis.

Differences in the interpretation of what constitutes a school-student conference or an individual guidance session partially accounted for extreme variations in the number of services reported from one school to another. The total number of these transactions reported in some schools could only be construed as guidance or conference contacts, rather than as sessions. This broad reporting occurred in schools of both models, but was particularly pronounced in the CBO reports from one district. Only the BOE reports were monitored by OSP in 1986-87, but all DPP staff's MSSRs will be monitored by OSP in 1987-88. The analysis points to recording issues that need to be worked out with both BOE and CBO staff.

In most of the areas of service, even allowing for the differences in interpretation of conference and guidance contacts, there were substantial differences from one school to another in the frequencies of services reported. Again allowing for differences of interpretation, it still appears that the CBO schools emphasized counseling more than the PC schools. The analysis explored ways of examining the data to determine what proportions of students in different schools, and in the different models, receive various levels of service. Whether service is more effective when it is concentrated on fewer

students or when it is spread out over a larger number of students is a key question for appraising the different case management strategies used by BOE and CBO staff.

The evaluators recommend that the MSSR be used more within the schools to monitor services to students and to guide further program development and modification. The projected change of the middle school facilitator's position to full-time, and OSP's scheme to computerize the MSSR data, should contribute to this more planful use of the MSSR, as should a problem-solving style of technical assistance to the schools.

Analysis of 1985-86 Dropouts

Of the more than 4,000 students targeted to receive services in the 29 DPI middle schools, only 59 were discharged as dropouts during the 1985-86 school year. This represented a proportion of 1.2% of the middle school target population. Because dropout discharges were so rare at the middle school level, there were no meaningful school-to-school differences in rates of dropout discharges.

Of the more than 6,000 high school students participating in DPI programs, about 1,100 were discharged as dropouts, representing 17.2% of the target group. Students targeted for DPI services were about twice as likely as other high school students to be discharged as dropouts during the 1985-86 school year. This presumably is because they were more at risk of dropping out than other students.

Among the targeted high school students, those who were more at risk, according to their prior educational histories and background characteristics, were more likely to be discharged as dropouts. Older students, students with lower reading test scores, students with worse prior attendance patterns, and students who had failed more subjects prior to entering the program all were more likely to be discharged as dropouts than their peers.

Some high schools were more likely to discharge targeted students as dropouts than others. These differences persisted when school-to-school differences in the types of students enrolled in the DPI program were taken into account. At this point, it is impossible to tell whether these differences in dropout discharge rates are due to DPI program effects, school effects, or school-to-school differences in administrative policies and practices. The next stage of analysis in the evaluation project will attempt to establish which forces are contributing to these effects, and to outcome differences in attendance, achievement, and attitude of targeted students more generally.

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CHAPTER 1

INTRODUCTION

This interim report examines the second-year implementation of dropout prevention programs in the 42 public schools that are part of New York City's Dropout Prevention Initiative. The aim of the Initiative has been to provide increased support services and instructional alternatives to students defined as at-risk for school failure. The 29 middle schools involved in the Initiative include fifteen Project Connect schools, in which the dropout prevention programs are carried out entirely by Board of Education (BOE) personnel, eleven schools in which services are provided by community-based organizations (CBOs) in conjunction with BOE staff, and three schools in a district where a CBO was involved until its contract was canceled mid-year. The thirteen high schools are divided into four program models: one in which case management services for a target population have been provided entirely by a CBO (three "pure CBO" schools), a second in which school-wide improvements were intended to benefit all of a school's students (three "pure systemic" schools), and two models using both systemic and case management strategies, in differing proportions (four "modified CBO" schools and three "modified systemic" schools). One goal of the Initiative's design was to test the effectiveness of these various program models. As it has turned out in the high schools, there is at least some CBO involvement and some targeting of specific individual students for services in every school, so that the

original model descriptions are no longer accurate. The evaluation project will attempt to define more accurate distinctions among schools as part of its Year Three study.

This report covers the 1986-87 school year, the second full year of the Initiative. As a progress report, it is intended to present information on the services and activities in place at the program sites, and to discuss some of the school and program features that have combined to characterize the Initiative. The function of the report is not only to provide feedback to the Dropout Prevention Initiative, but to develop data for subsequent analyses of the Initiative's impact on student outcomes. In addition, a preliminary analysis of data documenting the services received by middle school students is included, as well as a follow-up analysis of 1985-86 program participants who were discharged from school during that year.

In the final evaluation report for the Initiative's second year, further information on services given to middle school and high school students will be presented. Information on school-level and student outcomes will also be analyzed, and outcome data will be related to implementation and service data.

First-Year Evaluation

In its study of the Initiative's first year, the evaluation project reported the following major findings:

Middle School Programs

The dropout prevention program components were implemented at different rates. Facilitation was implemented earliest in the year, followed by attendance outreach, guidance and counseling, health, alternative education, and school linkage. Programs

involving community-based organizations experienced start-up problems due to delays in contract negotiations.

The effectiveness of program facilitation was partly dependent on the proactive support of the school principal. This was true especially where a community-based organization was involved in the program.

Documented attendance services varied greatly from one school to another. Home visits were singled out as particularly valuable, but other tasks often competed with them for time. Obtaining daily attendance data from teachers was difficult in some schools.

In both Project Connect and CBO schools, students' access to the services of a professional who was officially qualified to give guidance or counseling varied greatly.

School linkage was weakly implemented in most of the schools.

The type and level of alternative educational services provided in the DPP programs varied considerably. Some programs created appealing combinations of academic and recreational activities for after school, but many had problems recruiting teachers and attracting students after school.

A total of 4336 students were identified as middle school program participants. The attendance of targeted middle school students fell about 4% during the program period. Overall, targeted middle school students passed about 1.5% more of their courses during the program period than before.

Targeted students' access to services varied somewhat by risk level. In general, the students least likely to receive services were the ones most at risk.

High School Programs

Facilitation was implemented earliest in the year, followed by attendance outreach, guidance and counseling, security, alternative education, school linkage, and health. As in the middle schools, the gradual start-up of services meant that, in effect, many schools had a dropout prevention program in place for much less than the full year.

Unexpectedly, from the standpoint of the program's design, all 13 of the high schools in the Dropout Prevention Initiative worked with at least one CBO. Overall, the relationship between the schools and the CBOs was more positive at the high school level than at the middle school level, reflecting in part the fact that high schools had a say in the selection of the CBOs working with them. Still, serious issues of coordination remained in many of the schools.

Attendance monitoring and outreach tended to be emphasized more by school personnel than by CBO personnel in the high schools.

The dropout prevention programs increased counseling resources in all of the high schools. The CBOs particularly tended to organize their programs around counseling.

Although two schools were exceptions, the high school personnel were generally dissatisfied with school level linkages. Health was also widely regarded as a weakly-implemented component.

DPI-funded educational alternatives took many forms in the high schools, including curriculum development and teacher training for the regular instructional program, course enrichment activities, reorganization of students and staff into clusters or minischools, reduction of class size, special tutoring programs, transitional programs, job skills development, after-school activities, and p.m. schools.

The ten DPP high schools took various measures to strengthen school security. These included the installation of an automated entry system, hiring and equipping extra security personnel, and, in a few schools, training guards and students in mediation and conflict resolution techniques.

A total of 6068 students were identified as high school program participants. Overall, the students targeted for the program were highly at risk. Almost one-quarter had been absent more than 80 days in the 1984-85 school year. More than half of the targeted students had failed 5 or more courses during 1984-85, and more than 90% had failed at least two courses.

Between 1984-85 and 1985-86, there was a drop of attendance of 9.1% for the targeted high school students overall. Targeted students passed 4.8% fewer courses during the dropout prevention program than before entering it. The declines in attendance and the proportion of subjects passed are similar to what would be expected in the absence of a program for similarly situated students. However, the average student in the program passed just two courses out of every six in 1985-86, far fewer than the number needed to be able to graduate from high school.

There were substantial differences among schools in attendance and achievement outcomes between 1984-85 and 1985-86. These differences, however, were closely related to differences in students targeted for services in the various schools.

Evaluation Methodology

During the second year of the Initiative, the evaluation project used both quantitative and qualitative research methodologies to study program implementation, the student population served, and performance outcomes. Major data collection activities included:

1. Ethnographic observations of program activities in all 42 schools.

2. Informal, semi-structured interviews with principals, program coordinators, district facilitators, Board-level administrators, CBO supervisors, teachers and other service providers in all 42 schools.

3. Collection of logs documenting services delivered to students through the Dropout Prevention Initiative.

4. Administration of a student attitude survey to a sample of targeted students in most of the schools.

5. Examination of CBO contracts, high school program plans, and middle school building plans; examination of monitoring reports on CBOs, from the Office of Funded Programs, and monitoring reports on middle school programs from the Office of Student Progress.

6. Collection of statistical data on student program participants.

Qualitative data were coded, summarized, and analyzed, using several rating scales. Quantitative data were analyzed with standard statistical procedures. These data collection and analysis strategies are described more fully in Appendix 1.

CHAPTER 2

IMPLEMENTATION OF PROGRAM COMPONENTS AND ACTIVITIES

This section presents data on the activities and components in place during the second year of the Dropout Prevention Initiative. Following a description of the required components and a discussion of the student selection process, a set of tables and narrative describes the range of activities implemented across sites. Then, a set of figures presents information on the activities implemented in each site, grouped according to program model.

Required Program Components

The Dropout Prevention Initiative delivers a range of services to students. These are primarily supportive services. The Initiative was not intended to address the instructional needs of at-risk students, but to enable schools to help with problems that sometimes prevent students from participating fully in the regular academic program. While the program guidelines offered schools some flexibility in the activities they could develop, they were required to implement each of the following six components (with a seventh added for the ten DPP high schools):

> (1) Program Facilitation. Each school was to have a facilitator or coordinator to manage the program at the building level and ensure that the progress of the program as a whole, as well as that of individual students within the program, is monitored. As an aspect of program facilitation, a Pupil Personnel Committee was to be established in each school to coordinate a comprehensive

framework of services for each targeted student.

(2) Attendance Outreach. Student attendance was to be monitored and parental awareness encouraged through letters, phone calls, and home visits. Incentives, such as prizes, awards, or special activities, could be provided to encourage attendance improvement.

(3) Guidance and Counseling. Group, individual, and career guidance and counseling services were to be provided to students, with the intent of addressing individual problems that may contribute to poor attendance.

(4) Health Services. Diagnostic screening services and appropriate referrals were to be made available to at-risk students, in order to address health or behavioral problems which interfere with successful school performance.

(5) School-Level Linkages. Special attention was to be given to students making the transition from middle school to high school. Activities were to be designed to promote student familiarity with high school life and to facilitate a smooth passage from one school level to another.

(6) Alternative Educational Programs. High interest educational programs that supplement regular instructional services were to be provided to students. These could include peer tutoring and other methods of individualized instruction, extra-curricular activities related to career education, and recreational or cultural activities designed to encourage better attendance and improve achievement.

(7) Security. In the ten DPP high schools, improved security was seen as an important aspect of dropout prevention and school improvement. Services in this component could range from the provision of additional personnel and equipment to the use of conflict mediation services to manage student behavior problems.

Selection of Students for Program Participation in Year Two

Knowing whom a program is serving is essential for analyzing what activities are in place and what their outcomes and impact are; thus the evaluators have sought to understand how students were selected to participate in the various program components. We have learned not only that the lists of targeted students change frequently, but that the process of developing program

rosters reflects the level of cooperation between schools and CBOs, as well as a school's general understanding of the purposes of the dropout prevention program.

At the middle school level, programs used information from several sources to develop their target lists. These sources included school records, the previous year's target lists, and lists of eligible students provided by the community school district. Background data (attendance, etc.) on all students in the school were provided by the Office of Educational Assessment (OEA) through the Office of Student Progress (OSP); most schools appeared to have used these computer printouts as resources, although they did not identify them as coming from OEA or OSP. One school specifically targeted those eligible students who showed an interest in participating or who were referred by other students in the program.

In most schools, the selection process began in June, 1986. In at least two schools, home visits were made during the summer months to inform new parents about the purposes and nature of the dropout prevention program.

In September and October, virtually all schools' lists had to be revised. Some students included in June were no longer in the school; the number of discharged students ranged from 15 to 50 per school. In addition, OSP reviewed student data and declared some students ineligible for the program. Schools continued to add students to their lists to replace those discharged or ineligible. Furthermore, three schools in one community school district changed from a CBO-based model to a

school-based model mid-year, and had to add at least fifty additional students to their original target lists at that time. Most schools had what they considered to be a firm list of targeted students by December.

The roster lists developed at the program sites were submitted to OSP to be computerized. When the evaluation project requested to receive (from OSP, via OEA) the lists of targeted students current through October, the lists received diverged greatly from those being used at the sites. The differences were due to delays in updating computerized information as well as to the flux of students in and out of the programs or errors in naming student participants. Once all data have been computerized, comparing the original and revised student rosters against the names of students for which November and February monthly service reports (MSSRs) were submitted will illumine some of the issues involved in determining who the middle school program participants were.

At the high school level, the process of drawing up lists of targeted students varied among sites, with only a small amount of consistency within program models. For the AIDP Operation Success schools, all three schools created a large list of students eligible for the program. The Operation Success programs were given these lists for outreach purposes, including outreach to LTAs, but they did not have to enroll LTAs in their programs unless the students maintained minimal attendance. In two of these schools, the AIDP facilitator and Operation Success staff worked together to create a program roster which included

students who were enrolled in the school's alternative education program and who also participated in Operation Success. In the third school, the facilitator kept a roster of students participating in the school's transitional classes and thought to be enrolled in the Operation Success program, but this did not correspond to the larger list of Operation Success students which the CBO itself kept. All three sites found it necessary to continually delete names of LTAs and discharged students and to add others.

The existence of a target list, the process by which it was constructed, and the use to which it was put were not consistent across the ten DPP high schools. In three cases (two modified CBO, one pure systemic), schools drew up lists of LTAs for outreach purposes but otherwise did not create lists of eligible students. The CBOs in these schools used names of previous participants and took referrals from guidance counselors, the program coordinator, and students themselves. Two other schools (both modified systemic) considered all of their students to be high-risk and eligible for services. Since many program interventions were in fact open to the entire school, these two schools created program rosters by selecting a number of names from the many who were receiving program services. These schools did give their CBOs names of students eligible for services, although in one of the schools many of the names were provided after the CBO caseload had been filled.

Two additional modified CBO schools and a pure systemic school provided large lists of eligible students to their CBOs.

Finally, one pure systemic school and one modified systemic school gave their CBOs lists of students they expected to be served, but in the latter school, as many as half of the students could not be located by the CBOs.

The variations in the processes by which high schools listed eligible students and chose program participants appeared to depend in part on how much the schools intended to rely on their CBOs for locating missing students and determining their school status. Thus some CBOs were involved in more outreach to LTAs than others. Further, the degree of understanding between school and CBO regarding the use to which various initial lists were to be put, or regarding the need for lists at all, affected the student selection process. For example, what a school may have intended as a suggested list for CBOs was sometimes interpreted as a mandatory, and impossible to achieve, requirement. Finally, in the cases where CBOs were given no lists of specific students to serve, what appeared to be operating was either trust in an ongoing referral process or the lack of good information management.

As noted above, the degree to which a program can identify appropriate students to serve affects the impact it can achieve. Further analyses of data on targeted students will examine possible relationships between the selection process, student rosters, and outcomes.

Activities Implemented During Year Two

This section describes the activities of the dropout prevention programs during their second year. Each of the 42 sites developed unique activities within the six program components. For clarity, we have grouped similar activities into descriptive categories and present here, in tables, the total number of schools implementing the activities and a rating of the modal frequency with which activities took place. In many cases, the frequency range for activities was quite large, but the modal score captures the predominant time frame within which activities were occurring. Note that we have not measured the frequency with which individual students *received* services; this analysis will be undertaken when all service delivery logs have been computerized. Thus, a frequency score of 5 (daily) means that the program was engaged in the activity every day of the week, but each day different students might have been participating.

Facilitation. Table 2-1 displays activities intended to facilitate program implementation in the middle schools. Facilitation occurred daily from the beginning of the school year, in middle schools as well as in high schools. The contrast in activities between Project Connect (PC) and CBO-based middle school programs is notable. While the two models were roughly comparable in the number and frequency of meetings held, we found evidence of differences in the use of the school-hired program facilitators' time. (Three of the CBO-based middle school programs did not have a school-based facilitator; program facilitation was the responsibility of a district-level program

Table 2-1

Facilitation Activities

Middle schools, 1986-87

Activity	*number of Project Connect schools implmntng the activity (Total=15)*	*modal frequency of service**	*number of CBO schools implmntng the activity (Total=14)*	*modal frequency of service**
Parent Orientatn/Activities	--	--	5	1
Teacher Orientatn/Activities	--	--	2	1
Pupil Personnel Committee	10	3	9	3
DPP Staff Meetings	4	3	4	3
Other Meetings	2	2	2	4
Facilitator's Use of Time				
Budget Administration	12	3	5	2
Staff Supervision/Training	12	5	--	--
Communication Beyond School	7	3	5	4
Planning Activities	11	5	9	2
Paperwork	15	5	3	2
Other	2	3	3	1

* *1 = less than once a month*
2 = monthly
3 = biweekly
4 = weekly
5 = daily

Table 2-2

Facilitation Activities

High Schools, 1986-87

Activity	*number of pure systemic schools implmntng the activity (Total=3)*	*modal freq of svc**	*number of modified systemic schools implmntng the activity (Total=3)*	*modal freq of svc**	*number of modified CBO schools implmntng the activity (Total=4)*	*modal freq of svc**	*number of pure CBO schools implmntng the activity (Total=3)*	*modal freq of svc**
Pupil Personnel Committee	1	4	--	--	2	2	2	2
DPP Team Meetings	1	3	4	4	2	2	--	--
Cabinet/Advisory Council Mtgs	1	2	1	2	--	--	--	--
Other Meetings	--	--	5	5	1	2	8	4
Publicity/Public Relations	1	4	2	1	2	3	2	3
Case Conferences	--	--	--	--	1	4	--	--
Open Hse/Community Activities	1	1	--	--	--	--	--	--
Facilitator's Use of Time								
Budget Administration	3	5	3	4	3	4	1	4
Staff Supervision	3	--	3	4	3	4	1	4
Communication Outside School	3	2	2	3	3	4	3	4
Planning Activities	3	5	3	4	4	5	3	3
Paperwork	3	5	2	5	4	5	1	5
Summer Institute	3	5	3	5	4	5	--	--
Faculty Orientation/Workshops	--	--	--	--	--	--	1	1
Student Orientation	--	--	--	--	--	--	1	2
Other	5	5	--	--	--	--	--	--

** 1 = less than once a month*
2 = monthly
3 = biweekly
4 = weekly
5 = daily

manager.) Of the fifteen Project Connect schools, twelve show budget administration and staff supervision/training as activities of the facilitator; only five of the CBO schools show budget administration as a facilitator activity, and none show staff supervision/training. Even greater is the reported difference in paperwork. In all fifteen Project Connect schools, paperwork is identified as a daily facilitator activity. Only three CBO schools show paperwork as an activity of the facilitator, and their modal frequency was monthly. There is rough comparability in planning (Project Connect - 11; CBO - 9) and communication about the program beyond the school (Project Connect - 7; CBO - 5).

In the CBO-based programs, CBO site supervisors carried out activities comparable to those of the school-hired program facilitators, including planning, record-keeping, and staff supervision/training. Although these activities are not included in Table 2-1, they were an important part of program facilitation.

Less divergence across models is seen in high schools (see Table 2-2). In all thirteen program sites, the facilitator was reported to spend time on planning activities. Eleven schools show communication beyond the school as a facilitator activity; ten show staff supervision, and the same number show budget administration. Pure CBO model schools show the fewest facilitation activities; two of the three show neither budget nor supervisory activities, each of which were indicated for nine of the ten schools in the other three models. As in the middle

Table 2-3

Attendance Outreach Activities

Middle schools, 1986-87

Activity	number of Project Connect schools implmntng the activity (Total=15)	modal frequency of service*	number of CBO schools implmntng the activity (Total=14)	modal frequency of service*
Monitoring Attendance	12	5	13	5
Home Visits	15	4.5	14	4
Letters/Postcards	14	4.5	7	4
Phone Calls	15	5	7	4.5
TELSOL	4	2.5	3	5
Conferences with Parents	3	3.5	6	3.5
Parent Workshops	2	1	1	3
Conferences with Students	4	5	5	5
Incentives and Awards	8	1.5	6	2
Trips and Activities	4	1.5	10	2
PPC Meetings	3	3	--	--
Orientation	--	--	4	4.5
Other	2	2	--	--

* *1 = less than once a month*
2 = monthly
3 = biweekly
4 = weekly
5 = daily

schools, high school programs benefited from the facilitation activities of CBO site supervisors, which are not recorded in Table 2-2.

Attendance Outreach. Table 2-3 displays the activities that took place as part of attendance outreach in the middle school dropout prevention programs. A variety of strategies were utilized to interact with families and students concerning school absences. All Project Connect and all CBO-based programs conducted home visits, generally on a daily or weekly basis. Several schools instituted "positive home visits," meeting with families to discuss ways in which students had performed well or made some improvement in attendance or achievement; these visits were reported to have been well received by families and by the family workers. Twenty-two of the programs made phone calls to homes on a daily basis; this activity was more prevalent in the Project Connect than the CBO-based programs. Incentives (awards, trips, and recreational activities) were used to encourage and reward student attendance with about equal frequency in the two middle school program models.

Table 2-4 shows high school attendance outreach activities. There was some uniformity among outreach strategies. Twelve of the thirteen high school sites utilized phone calls; twelve also made home visits, and eleven used attendance incentives. Nine programs monitored attendance, and the modal frequency of this activity was daily. Seven schools used TELSOL automatic dialing equipment, with a daily modal frequency in five of these seven. (Use of a Pupil Personnel Committee for attendance outreach is

Table 2-4

Attendance Outreach Activities

High Schools, 1986-87

Activity	*number of pure systemic schools implmntng the activity (Total=3)*	*modal freq of svc**	*number of modified systemic schools implmntng the activity (Total=3)*	*modal freq of svc**	*number of modified CBO schools implmntng the activity (Total=4)*	*modal freq of svc**	*number of pure CBO schools implmntng the activity (Total=3)*	*modal freq of svc**
Attendance Monitoring	2	5	1	5	3	5	3	5
Letters	--	--	2	4	3	5	2	3
Phone Calls	3	5	3	4	3	5	3	5
Home Visits	2	5	3	5	4	4	3	4
TELSOL	2	5	2	4	1	5	2	5
NCR Automated Attendance	2	2	1	5	1	1	--	--
Parent Conferences	--	--	1	4	2	3	1	3
Other Parent Involvement	--	--	2	1	--	--	1	1
Awards	1	1	1	1	1	1	2	1
Incentives	3	2	3	2	4	2	1	1
Attendance Committee	--	--	--	--	1	2	--	--
Pupil Personnel Committee	--	--	--	--	1	2	--	--

** 1 = less than once a month*
2 = monthly
3 = biweekly
4 = weekly
5 = daily

Table 2-5

Guidance and Counseling Activities

Middle schools, 1986-87

Activity	*number of Project Connect schools implmntng the activity (Total=15)*	*modal frequency of service**	*number of CBO schools implmntng the activity (Total=14)*	*modal frequency of service**
Individual Guidance	9	5	13	5
Group Guidance	9	4	14	5
Classroom Guidance	3	2	3	4
Grade Advisement	2	3	2	5
Peer Counseling	5	2	4	3
Assemblies & Speakers	1	4	1	1
Internships	1	2	1	2
Referrals	3	2	--	--
Family Counseling	4	3	5	4
Pupil Personnel Committee	1	1	1	1
Other	4	2	--	--

* *1 = less than once a month*
2 = monthly
3 = biweekly
4 = weekly
5 = daily

Table 2-6

Guidance and Counseling Activities

High Schools, 1986-87

Activity	*number of pure systemic schools implmntng the activity (Total=3)*	*modal freq of svc**	*number of modified systemic schools implmntng the activity (Total=3)*	*modal freq of svc**	*number of modified CBO schools implmntng the activity (Total=4)*	*modal freq of svc**	*number of pure CBO schools implmntng the activity (Total=3)*	*modal freq of svc**
Individual Guidance	3	5	3	5	4	5	3	5
Group Guidance	2	4	3	4	4	4.5	3	4
Classroom Guidance Sessions	--	--	--	--	1	5	--	--
Academic Counseling	1	5	2	3	1	5	2	3.5
Career/Job-Related Counseling	--	--	2	4.5	2	4.5	3	4
Health-Related Counseling	--	--	1	5	1	1	1	1
Mentoring/Peer Counseling	--	--	2	4	1	4	--	--
Conflict Mediation	--	--	1	3	1	5	1	5
Referrals	--	--	--	--	1	5	2	4
Family Counseling	--	--	2	4	1	1	1	2
Guidance-Related Trips	--	--	--	--	--	--	1	1
PPC/Case Conferences	--	--	--	--	2	4	--	--
Other	--	--	--	--	1	5	2	4

** 1 = less than once a month*
2 = monthly
3 = biweekly
4 = weekly
5 = daily

shown for only one school. Many other schools had such a committee, but considered it to fall under another program component, viz., facilitation or guidance.)

Guidance and Counseling. All schools in the Dropout Prevention Initiative offered some form of guidance and counseling for at-risk students (see Tables 2-5 and 2-6). At the middle school level, nine of the fifteen programs in the Project Connect model offered individual guidance on a daily basis, while thirteen of the fourteen CBO-based programs did so. Nine of the Project Connect and all fourteen CBO-based programs provided group counseling services. Counseling activities for families included individual counseling, parent workshops, a job referral program for parents, and home visits; parent-oriented activities took place in a total of nine middle schools.

Assembly/speaker programs and workshops covered a variety of topics, among them careers, local job opportunities, drug abuse, self-awareness, values clarification, and leadership skills.

All thirteen high schools offered individual guidance as part of their dropout prevention programs. Group guidance occurred in all but one (systemic) school. Four DPP programs worked with families; activities in this area included orientations for families of incoming students and parent support groups, as well as family counseling. The programs in seven schools offered job or career counseling, a category that encompassed vocational aptitude testing, career workshops, and job placements. (In career education, there is considerable overlap between activities that could be considered guidance

activities and those that could be considered alternative educational programs. Since we collected information on the program components which the schools themselves considered specific activities to belong under, some schools may have coded some job-related activities under alternative education.)

The range of guidance services was much wider in the modified systemic and CBO-based programs than in systemic schools. Many of the additional guidance services were provided by the community-based organizations, who apparently brought not only additional personnel into the schools, but orientations toward different kinds of interventions as well.

Health Services. Table 2-7 shows the health activities of the middle school dropout prevention programs. This component was not implemented in all sites; three CBO schools and five PC schools show no activities. Some of the activities listed were not specifically DPP activities, inasmuch as schools relied on existing arrangements instead of initiating new activities, and in some cases targeted students were given no health services beyond those available to the general school population. In eleven middle schools, DPP assisted in maintaining and reviewing health records, the activity cited most often. Middle schools with CBO-based programs tended to offer a wider range of health services. For example, five CBO schools provided screening services, while only two PC schools did so. Eight CBO schools made health referrals, against two PC schools; five CBO schools offered individual health counseling, while only two PC schools did so.

Table 2-7

Health Activities

Middle schools, 1986-87

Activity	number of Project Connect schools implmntng the activity (Total=15)	modal frequency of service*	number of CBO schools implmntng the activity (Total=14)	modal frequency of service*
Record Review	6	3	5	2.5
Screening	2	2.5	5	3
Check-ups	3	1	1	2
In-school Treatment	1	4	--	--
Referrals	2	1.5	8	2.5
Individual Counseling	2	4	5	3.5
Group Counseling	2	4	1	3
Health Fair	2	1	2	1.5
Health Classes	--	--	1	1
Home Visits	--	--	1	1
Parent Involvement	1	1	1	1
Other	--	--	4	1

* 1 = less than once a month
2 = monthly
3 = biweekly
4 = weekly
5 = daily

Table 2-8

Health Activities

High Schools, 1986-87

Activity	number of pure systemic schools implmntng the activity (Total=3)	modal freq of svc*	number of modified systemic schools implmntng the activity (Total=3)	modal freq of svc*	number of modified CBO schools implmntng the activity (Total=4)	modal freq of svc*	number of pure CBO schools implmntng the activity (Total=3)	modal freq of svc*
Check-ups	--	--	2	4.5	--	--	1	2
Screening	2	3	2	4	2	2.5	2	3
In-School Treatment	--	--	2	2.5	1	--	--	--
Referrals	1	5	2	3.5	1	5	--	--
Health Fair	--	--	2	1	2	1	1	1
Individual Health Education	--	--	2	4	2	4.5	1	5
Group Health Education	--	--	1	5	1	5	1	5
Health-Related Counseling	--	--	1	5	--	--	--	--
Records Review	--	--	1	5	--	--	1	--
Child Care Clinic	--	--	1	5	--	--	--	--
Other	--	--	2	1	--	--	--	--

* *1 = less than once a month*
2 = monthly
3 = biweekly
4 = weekly
5 = daily

Table 2-8 displays high school health activities. In the pure systemic model, two activities were offered, screening in two schools and referrals in one. Modified CBO schools provided six different activities, three occurring in two schools (screening, health fair, individual health education) and three in one school each (in-school treatment, referrals, health-related counseling). Pure CBO schools also offered six different activities, but five of these were offered in only single schools, with only screening provided by two schools. The modified systemic model offered the widest range of activities (eleven); seven of these were present in two schools, the rest in single schools.

Overall, health activities varied widely from school to school. Of all the activities listed, only four were provided in more than three of the thirteen high schools: screening in eight schools, health fairs and individual health education in five, and referrals in four. As in the middle schools, many health activities cited were available in the schools generally and were not necessarily targeted for DPP students; thus, the provision of health services may be more dependent on the host school than on the dropout prevention program.

School Level Linkages. Table 2-9 shows the middle school linkage activities. Apparently because linkage was primarily sponsored by the high schools in 1986-87, middle schools reported less variation in what they implemented or participated in. All fifteen Project Connect schools had tours or orientations at high schools, as did eleven CBO schools. Three schools in one

Table 2-9

School Level Linkage Activities

Middle schools, 1986-87

Activity	*number of Project Connect schools implmntng the activity (Total=15)*	*modal frequency of service**	*number of CBO schools implmntng the activity (Total=14)*	*modal frequency of service**
Orientatn Evnts at Mddl Schl	3	2	--	--
Tours/Orientatn at High Schl	15	2	11	3
Activities at High School	2	4	12	4
Grade Advisement	--	--	3	1
Peer Mentoring	--	--	3	4
HS-MS Staff Activities	--	--	3	1
Other	2	2	3	5

* *1 = less than once a month*
2 = monthly
3 = biweekly
4 = weekly
5 = daily

Table 2-10

School Level Linkage Activities

High Schools, 1986-87

Activity	*number of pure systemic schools implmntng the activity (Total=3)*	*modal freq of svc**	*number of modified systemic schools implmntng the activity (Total=3)*	*modal freq of svc**	*number of modified CBO schools implmntng the activity (Total=4)*	*modal freq of svc**	*number of pure CBO schools implmntng the activity (Total=3)*	*modal freq of svc**
Orientatn Evnts at Mddl Schl	1	3	2	3	1	2	--	--
Tours/Orientation at Hgh Schl	2	4	3	3	1	1	3	4
Special Events	1	4	1	2	--	--	1	2
Shadowing High School Studnts	1	4	1	4	--	--	1	4
Student Mentors	--	--	1	5	--	--	--	--
After Schl/Recreation at HS	2	4	1	1	2	4	1	4
Schl-Day Activities at HS	--	--	--	--	1	5	--	--
Joint Activts for MS/HS Staff	1	1	--	--	--	--	1	4
Linkage with Colleges	--	--	1	4	1	1	--	--
Other	--	--	1	1	1	5	--	--

** 1 = less than once a month*
2 = monthly
3 = biweekly
4 = weekly
5 = daily

district reported grade advisement, peer mentoring, and middle school-high school staff activities as linkage activities. (Other schools also listed the first two of these three activities, but included them under guidance and counseling.) Most middle schools, however, identified but one linkage activity: six CBO school and ten PC schools reported only a tour, orientation, or special event. In contrast, three middle school programs, each CBO-based, reported six activities.

Table 2-10 displays linkage activities of high schools. There was considerable variation in the implementation of this component: four schools reported one activity, while two reported six activities and a third reported seven. Nine high schools offered tours or orientation programs, some of which included shadowing (a middle school student accompanies a high school student to classes) and/or high interest activities (e.g., computers or recreation). Three schools coordinated linkage with special events such as assemblies or cultural events. Two schools provided linkage programs with colleges. Individual schools reported a host of other activities, including special breakfasts for middle school staff, instructional programs for middle school students, and a high school-middle school pen pal program.

Alternative Educational Programs. Every site in the Dropout Prevention Initiative had activities in the alternative educational component, although the number and character of those activities varied greatly from school to school and, to a lesser degree, from model to model. To some extent this resulted from

Table 2-11

Alternative Education Activities

Middle schools; 1986-87

Activity	*number of Project Connect schools implmntng the activity (Total=15)*	*modal frequency of service**	*number of CBO schools implmntng the activity (Total=14)*	*modal frequency of service**
Career Education	12	5	8	3
Enterprise Program	10	4	3	3
Work Study	4	4	2	2
Mentor Program	1	4	--	--
Peer Tutoring Program	--	--	1	4
Tutoring Program	3	4	5	3
Homework Help	2	4	4	3
Truant Class	--	--	2	5
P.M. School	3	3	2	3
Child Care Program	--	--	3	5
Trips	2	2	7	3
Recreational Clubs	5	4	10	4
Drop-In Center	--	--	1	6
Science Lab	1	5	--	--

* *1 = less than once a month*
2 = monthly
3 = biweekly
4 = weekly
5 = daily

Table 2-12

Alternative Education Activities

High Schools, 1986-87

Activity	*number of pure systemic schools implmntng the activity (Total=3)*	*modal freq of svc**	*number of modified systemic schools implmntng the activity (Total=3)*	*modal freq of svc**	*number of modified CBO schools implmntng the activity (Total=4)*	*modal freq of svc**	*number of pure CBO schools implmntng the activity (Total=3)*	*modal freq of svc**
Transitional Programs	2	5	3	4	3	5	1	5
Special Classes	1	5	2	4	--	--	1	5
Peer Tutoring or Mentoring	2	4	2	4	--	--	--	--
College Intstr, Mentor, Tutor	--	--	2	4	2	2	1	4
Remedial Programs	1	3	2	4	2	4	--	--
GED	--	--	2	5	4	5	2	3
Acad Actvts After Schl Day	1	5	1	4	--	--	1	5
Cultural Enrichment	1	1	2	2	2	1	--	--
Short Term Special Program	1	1	2	2	2	1	3	1
Clubs	2	4	3	4	1	4	2	4
Trips	--	--	1	1	1	1	--	--
Conflict Mediation	1	4	1	4	1	4	--	--
Student Leadership Activities	1	4	1	1	--	--	2	3
Recreational Program	2	3	1	5	1	4	--	--
Job Placement or Internship	3	5	1	4	3	3	2	4
Vocational Assess or Counslng	--	--	2	2	2	5	2	4
Job Training	--	--	1	2	4	5	2	5
Career Ed, Job Readiness	3	4	1	4	4	4	1	4
Other Career Activities	--	--	--	--	3	1	1	1
Other	2	4	2	5	2	5	2	4

** 1 = less than once a month*
2 = monthly
3 = biweekly
4 = weekly
5 = daily

different sites identifying activities under different components, reflecting their aims in implementing an activity. Mediation outreach, for example, was classified as alternative education in one site and as security in another. The timing and duration of alternative educational activities also varied, in some cases because of program design (e.g., a short course in peer relationships), while in other cases because of administrative delays or problems finding qualified staff.

Less variation in the range of activities is found in middle schools, although there were some differences between the two models (Table 2-11). Career education was by far the predominant activity, offered by twelve of fifteen Project Connect schools and eight of fourteen CBO schools. Ten PC schools provided an enterprise program, while only three CBO schools did so. On the other hand, ten CBO schools reported recreational activities, while only five Project Connect schools did so. The variation in the number of trips offered under alternative education across the two models may be due to the identification of trips as attendance incentives in some schools.

A few examples illustrate the range of activities listed under alternative education in the high school sites (see Table 2-12). Nine schools offered transitional programs, in which at-risk students were scheduled together in blocked academic programs for all or most of their classes, with selected teachers, often with reduced class size and additional guidance services. Four schools (two of which did not have transitional programs) provided special classes characterized by reduced class

size, high-interest topics, and/or revised curricula. Nine schools offered academic support of some kind, such as remedial or enrichment classes, or mentoring and tutorials provided by peers, college students, or teachers. Eight schools implemented GED programs; although no GED programs are listed as part of the DPP programs in pure systemic schools, they may have taken place in the schools. Three schools had academic activities outside the regular school day, including P.M. schools and weekend programs; eight schools had special interest clubs. Some sites offered cultural enrichment activities such as a visit by a poet, a special trip, or special events like Black History Month and Latino Week. These special activities typically were coordinated by both school and CBO personnel.

Noteworthy is the range of high school program activities dealing with careers. Only one school is reported as having no career-related educational activities, and only two schools had only two activities. A total of 43 career-related educational activities are listed for the thirteen schools, compared to a total of 41 academically-oriented activities. Career activities included job placements, internships, vocational assessment and counseling, skills training, job readiness training, career exploration, and career fairs.

School Security. Security was included as a program component only in the ten DPP high schools. Eight of these ten schools reported security activities (see Table 2-13). Five high school sites had crisis intervention or conflict mediation programs, always involving a community-based organization. One

Table 2-13

Security Activities

High Schools, 1986-87

Activity	number of pure systemic schools implmntng the activity (Total=3)	modal freq of svc*	number of modified systemic schools implmntng the activity (Total=3)	modal freq of svc*	number of modified CBO schools implmntng the activity (Total=4)	modal freq of svc*	number of pure CBO schools implmntng the activity (Total=3)	modal freq of svc*
NCR Auto Attnd/Entry System	1	5	3	5	2	5	--	--
Conflict Mediation	2	4.5	1	3	2	5	--	--
Mediation Outreach/Training	1	4	2	2.5	1	4	--	--
Extra Security Personnel	1	5	--	--	1	5	--	--
Hall Sweeps for Cutting	--	--	--	--	1	5	--	--

* 1 = less than once a month
2 = monthly
3 = biweekly
4 = weekly
5 = daily

school used DPP funds to pay for extra security aides, and another school increased the involvement of school personnel in security by adding a dean and instituting "hall sweeps" to decrease class cutting. Six of the ten DPP schools with the NCR automated attendance/entry system in place reported that it was used as a security device.

School Profiles of Program Components

Figures 2-1 through 2-6 present four measures of program implementation on a school-by-school basis within models. The top graph in each figure displays the differentiation of activities within each program component, and the date by which three-quarters of the activities were implemented. It should be noted that differentiation of activities is not a count of how much was accomplished by a program. A site whose alternative educational program component has been differentiated into thirteen activities is not necessarily doing *more* than one showing differentiation of only five, but instead is using a *greater variety* of alternative education strategies. We are making no value judgments here about either approach. It should also be recalled that because different sites have classified their program activities in different ways, there is a degree of variability in how their differentiation is calculated.

Similarly, the date of implementation is not a simple measure of how quickly or how well a program was put into place. In some cases, unforseeable events, or events beyond the control of the programs, delayed the beginning of certain activities. In

one school district, for example, budget monies were not made available until April; elsewhere, at least one school has been unable to obtain the equipment necessary for a full program. In other cases, particularly regarding school level linkages, it made sense programmatically to begin an activity later in the year or to conduct an activity for a limited time period.

The lower graph in each figure presents a rating scale for Stage of Development (SoD) applied to each program component, grouped by school and by model. The six-stage scale is intended to illustrate the progression of program implementation through three phases. In the first phase (stages 0 - 3), the persons involved in implementation typically focus on putting in place programs that address the needs they have identified and that fit into their own organizational systems. Stage 0 indicates that no activities are in place and nothing is planned. Stages 1 and 2 represent preparation and early start-up of an activity, and stage 3 indicates that the activity has been in place a while but is occurring irregularly. In this stage, the innovation is investigated, adopted, and adapted with primary consideration being paid to staff- and organization-oriented needs, such as staffing patterns, job descriptions, schedules, and other problems associated with mastering the tasks required as part of the activity. Less consideration is given to client (student) needs.

The second phase of implementation, stage 4, reflects routine use of an activity. Program personnel are now well able to handle the activity: procedures are set and staff are in

Teachers College DPI Evaluation Project

IMPLEMENTATION STAGES OF DEVELOPMENT*
Rating Scale

Score	Stage	Description
0	Non-existence	Nothing done; nothing planned.
1	Consideration	School/CBO thinking about doing something; hasn't decided yet.
2	Start-up	Preparation and very early use (e.g., first 1-2 months of an activity).
3	Trial/Working out the kinks	Activity has been in place a while or is occurring irregularly; staff- and school- oriented changes are still being made (schedule, job descriptions, etc.).
4	Routine use	Activity occurring on a regular basis. Procedures are set; staff know their roles. Few changes are being considered; attention is given to services and outcomes for individual students.
5	Refinement	School/CBO staff occasionally examine specific activities and look at their impact on groups/categories of students.
6	Transformation	School/CBO staff regularly evaluate various activities and/or program as a whole and are generally prepared to make changes to meet student needs.

* This scale is an adaptation of the Level of Use scale described in: Hall, G. E., and Loucks, S. F., A Developmental Model for Determining Whether the Treatment is Actually Implemented, American Educational Research Journal, 14:3, 263-276, Summer 1977.

Figures 2-1 through 2-6

Note: The numbers above the bars, on the top half of the graph, denote the date by which 75% of the activities within each program were begun. The numbers below the bars, on the bottom half of the graph, show the range of Stage of Development scores for the activities within each component.

Figure 2-1

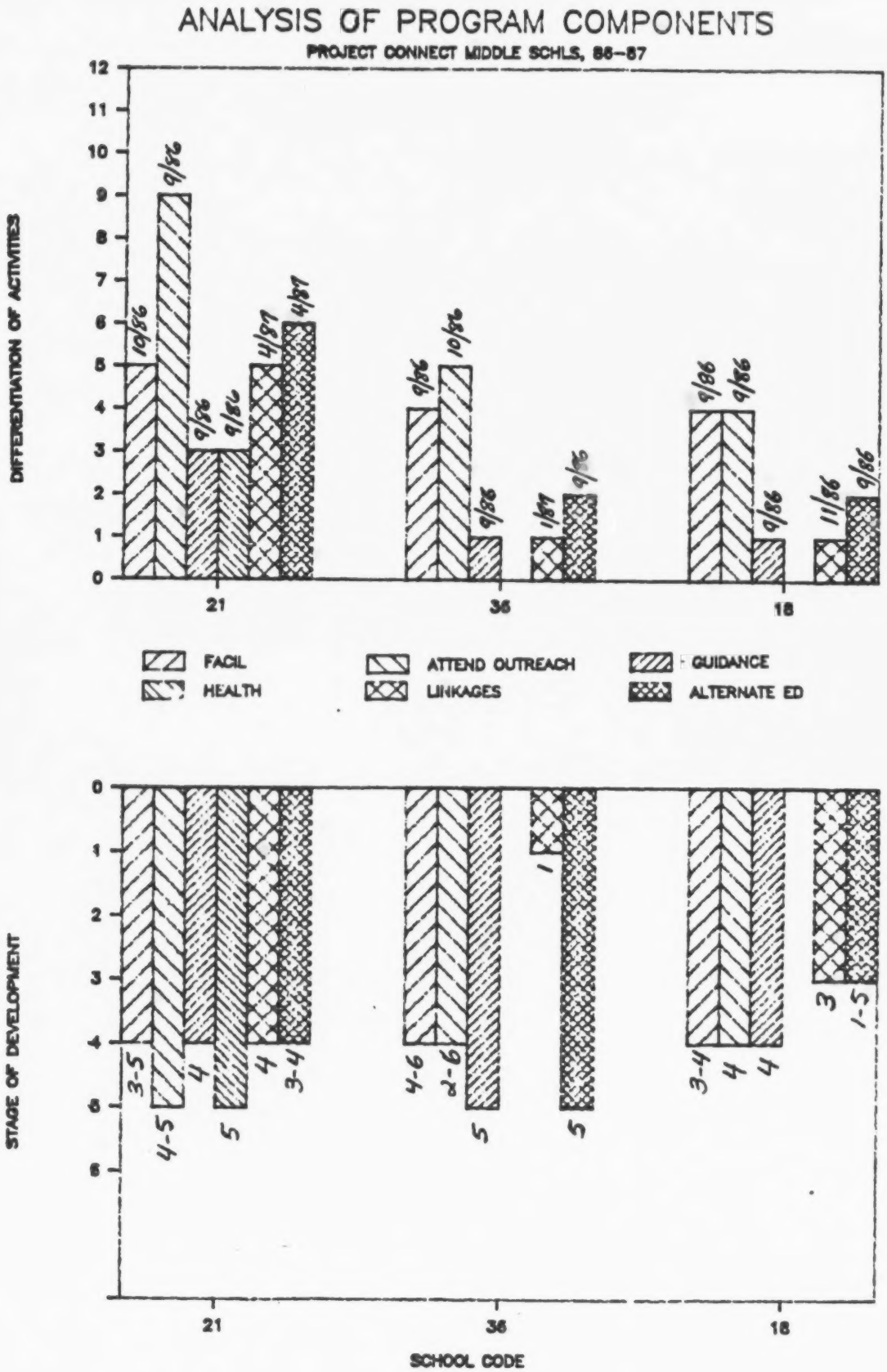

ANALYSIS OF PROGRAM COMPONENTS
PROJECT CONNECT MIDDLE SCHLS, 86-87
DIFFERENTIATION OF ACTIVITIES
STAGE OF DEVELOPMENT
SCHOOL CODE
21
36
18
FACIL
HEALTH
ATTEND OUTREACH
LINKAGES
GUIDANCE
ALTERNATE ED

Figure 2-1, Continued

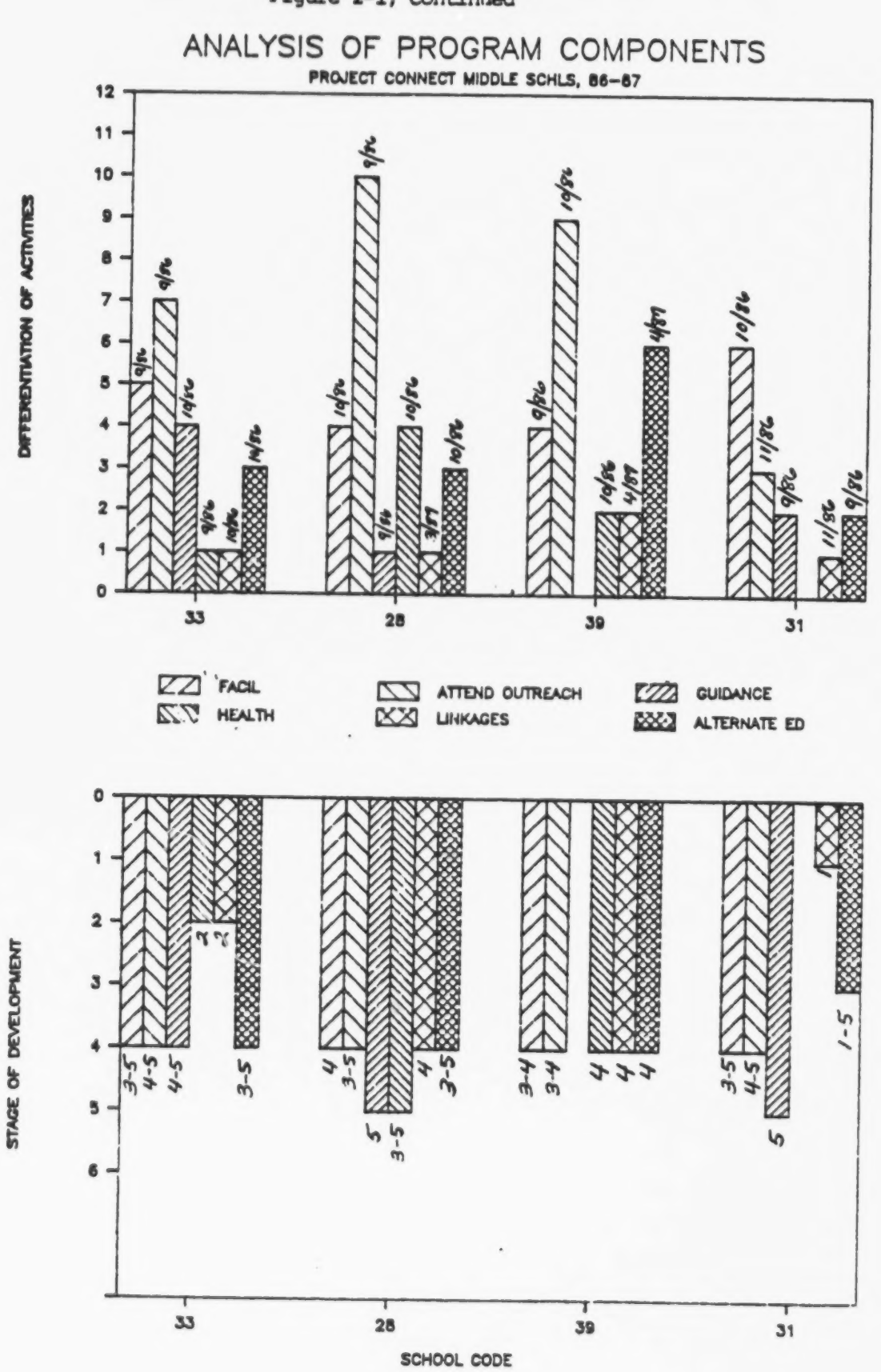


Figure 2-1, Continued

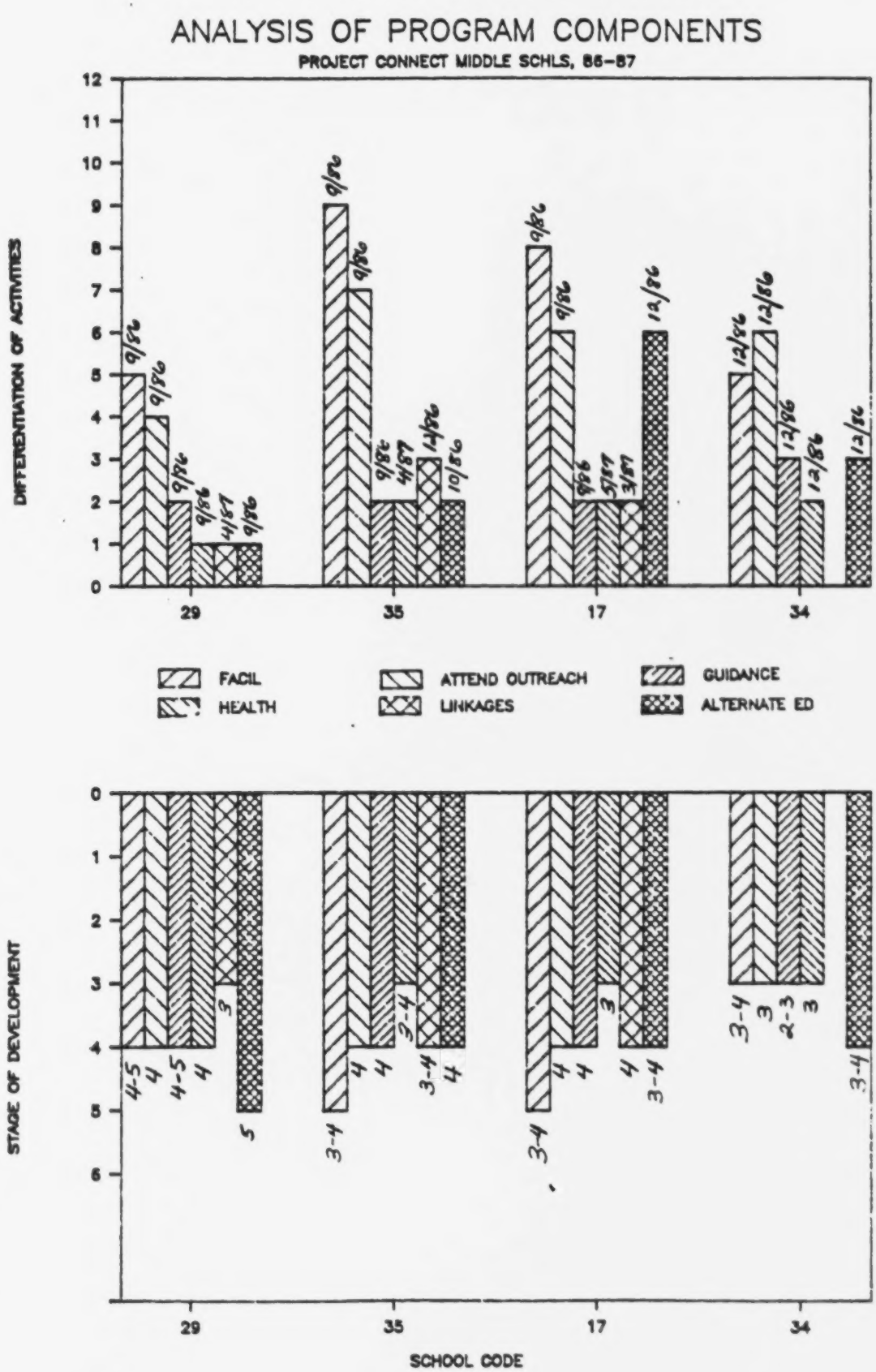


Figure 2-1, Continued

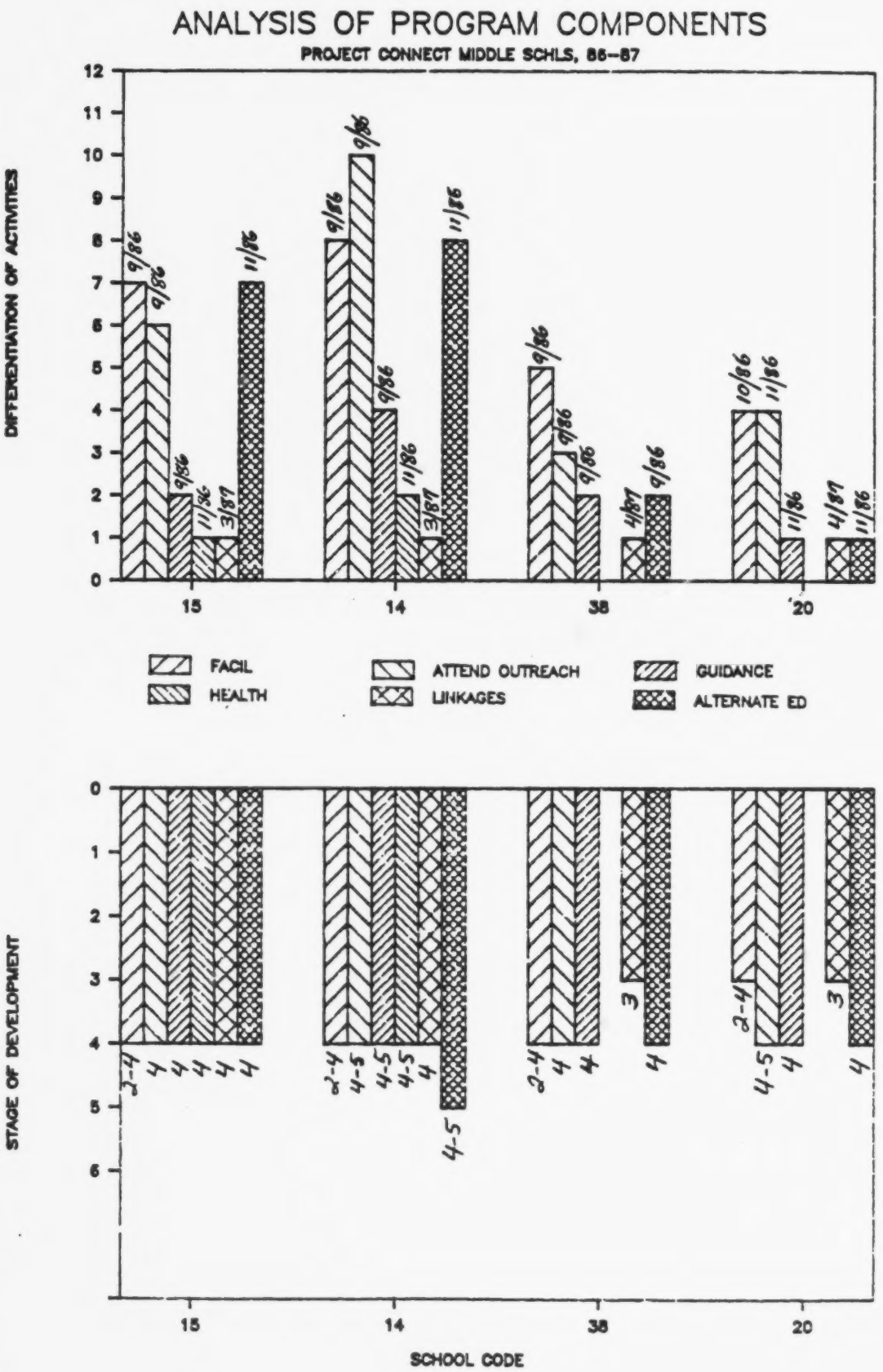


Figure 2-2

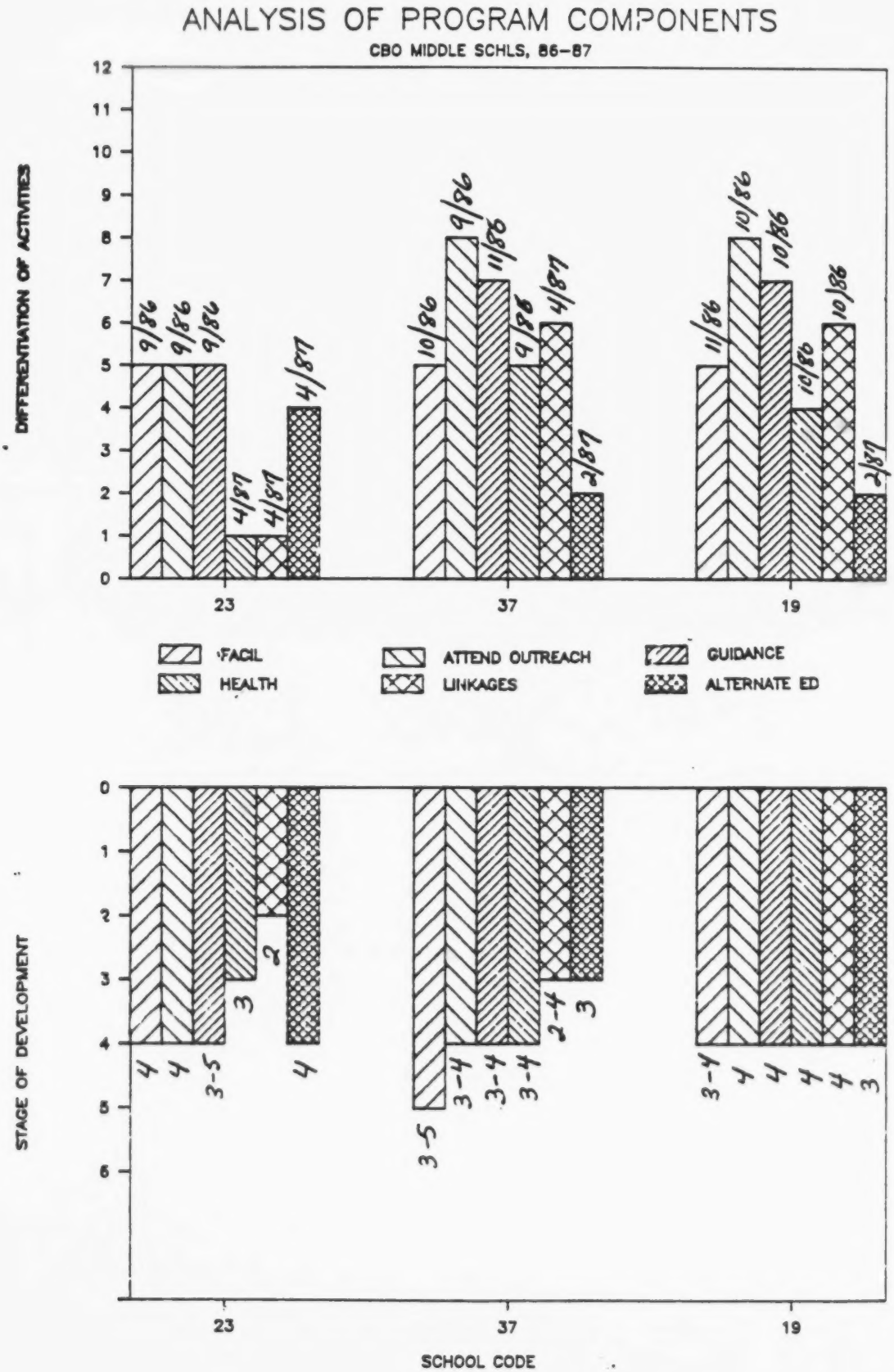

ANALYSIS OF PROGRAM COMPONENTS
CBO MIDDLE SCHLS, 86-87
DIFFERENTIATION OF ACTIVITIES
STAGE OF DEVELOPMENT
SCHOOL CODE
23
37
19
FACIL
HEALTH
ATTEND OUTREACH
LINKAGES
GUIDANCE
ALTERNATE ED

Figure 2-2, Continued

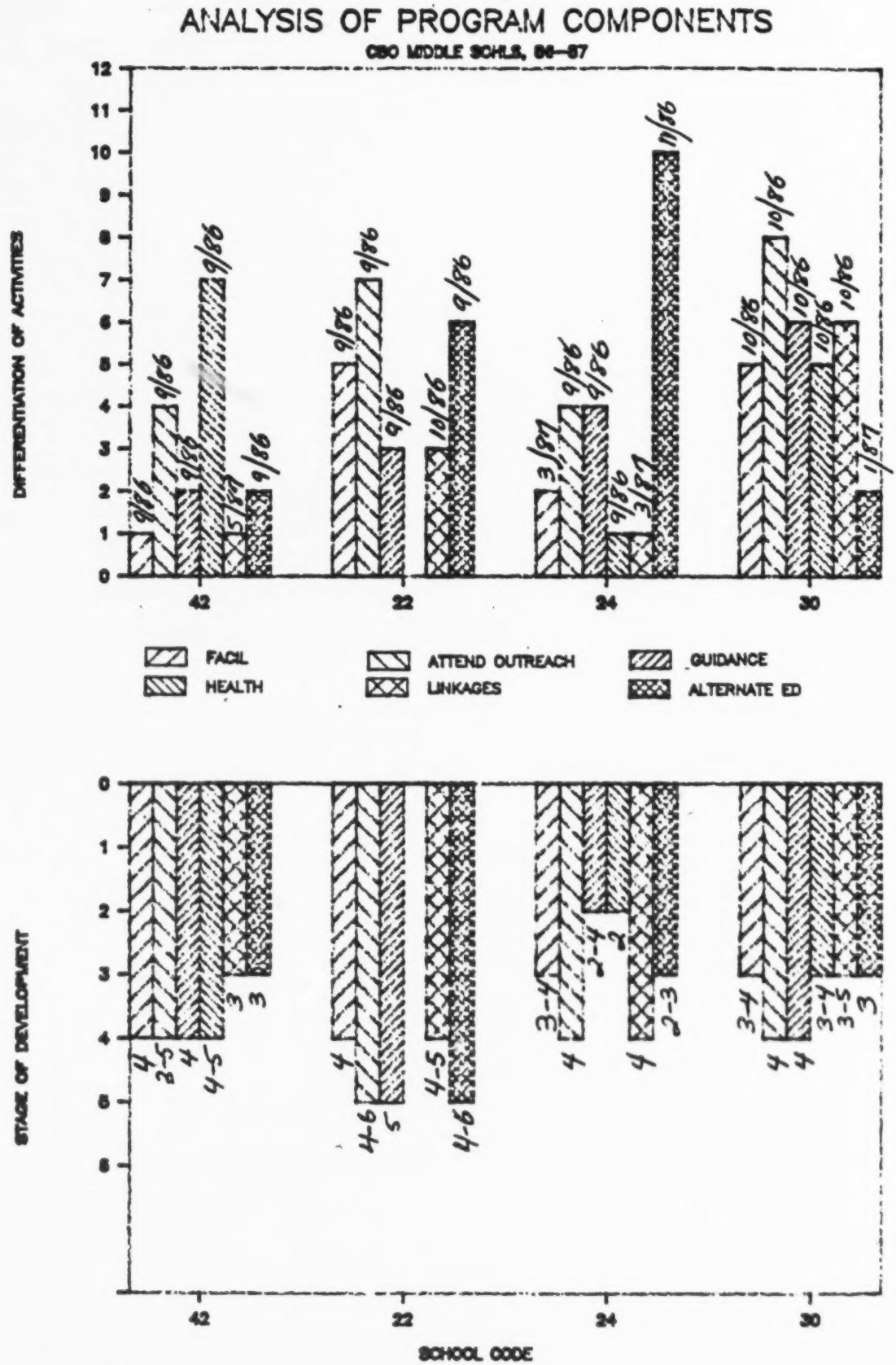


Figure 2-2, Continued

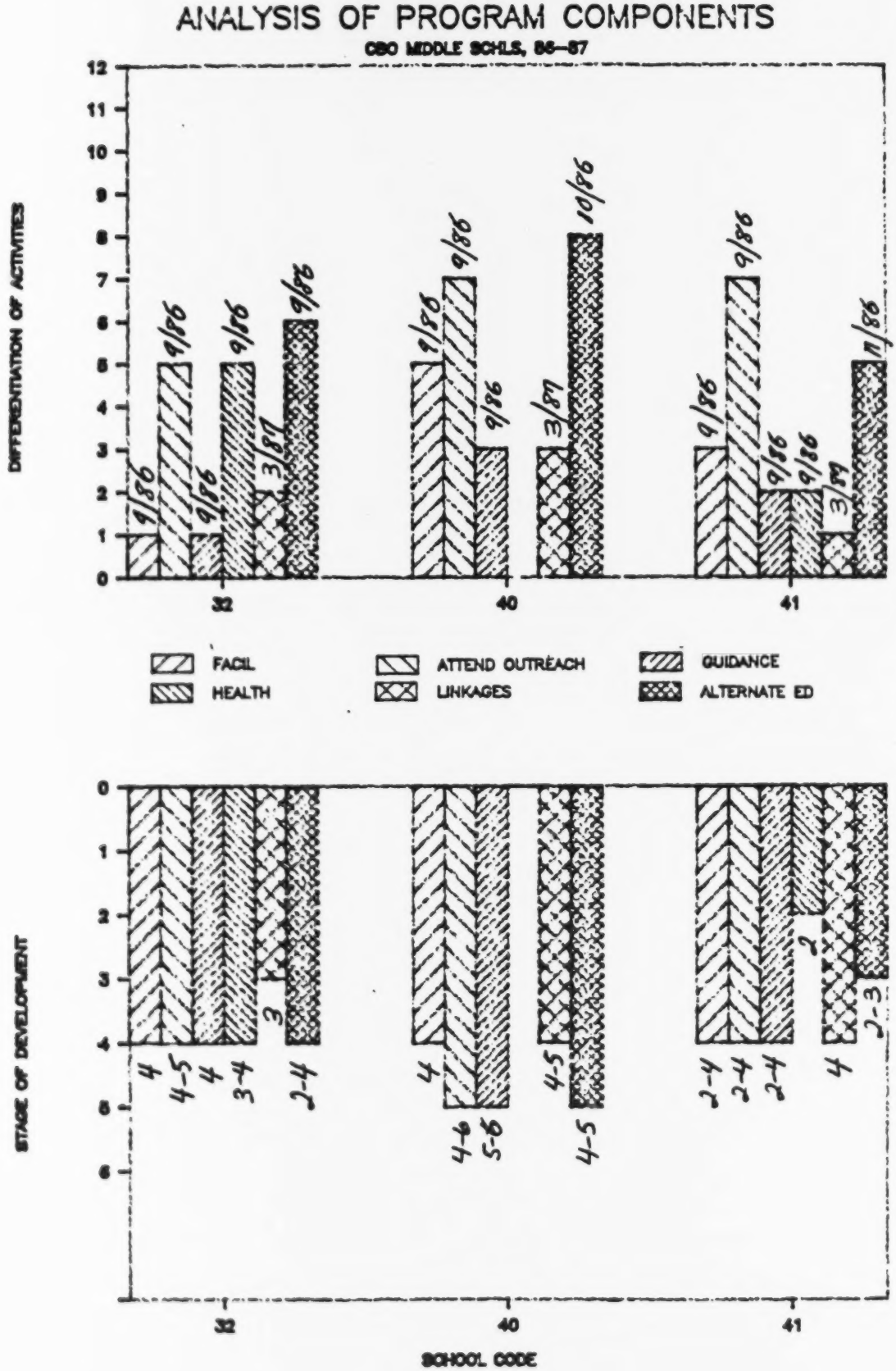
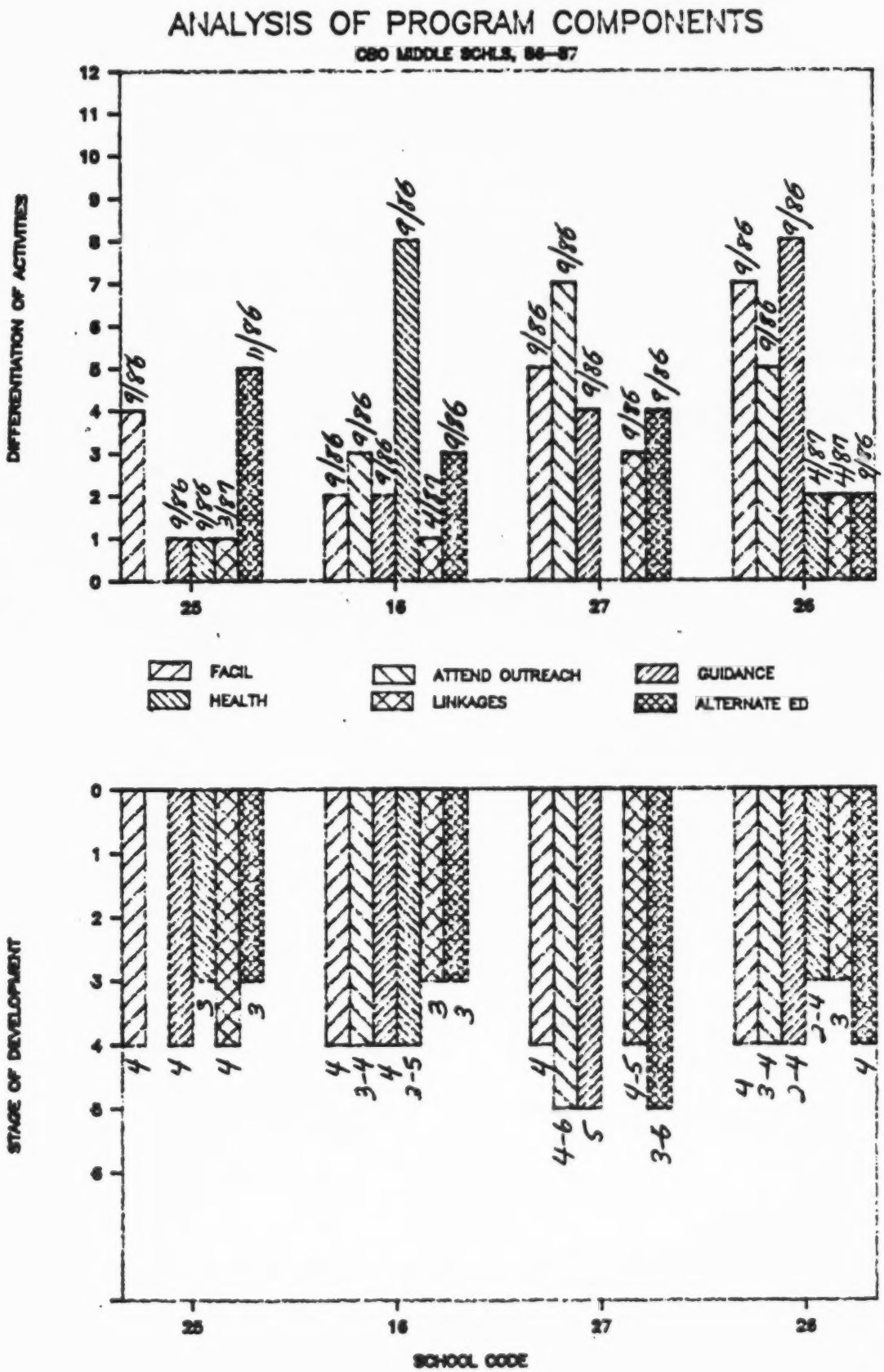


Figure 2-2, Continued



place. Few changes in the activity are being made, and staff can begin to focus on the needs of individual students involved in the activity.

In the third phase, stages 5 and 6, the focus shifts from achieving smoother program operation to achieving better student outcomes. In stage 5, program staff occasionally examine the impact of activities on groups or categories of students, and adapt the activities to achieve better outcomes. In stage 6, program staff engage in a more-or-less continual scrutiny of individual activities and the program as a whole, and are highly oriented toward making changes that benefit students.

To assess the developmental stage of program components, we compared the present state of each activity, as understood through our own observations together with discussions with program personnel, to a specific description of the stages of development. Each activity within a component was given an SoD score, and a modal score was derived. The bar charts show these modal scores, and listed below each bar is the range of SoD scores for activities within the component.

Middle Schools. In the Project Connect middle schools, the greatest differentiation of activities occurred in the attendance outreach component. Relatively high differentiation of alternative educational programs occurred in only five of these sites. Project Connect sites had fewer kinds of guidance and counseling activities than most CBO-based programs had. Alternative education in the CBO-based programs appeared to begin later than in the Project Connect programs, and to provide fewer

than five different activities in all but four schools. In two Project Connect middle schools and one CBO-based school, all components were in place by the end of October. Facilitation was the first, and linkage the last, component to be fully implemented.

In terms of middle schools' stage of development scores, the predominant score was 4, indicating that the majority of activities had reached the stage of routine use, with procedures in place and the needs of individual students being considered. The range of SoD scores within program components extended to five or six in relatively few cases.

High Schools. There are no consistent differences among the high school models regarding the differentiation of activities, and no individual programs reporting markedly high or markedly low numbers. The alternative education component manifested more differentiation of activities than any other, but that is to be expected, given its wide-ranging nature. Conversely, the health and linkage components showed the lowest differentiation as well as the latest implementation date. Comparing models, the schools in the modified CBO model appeared to have the most similar profiles of activity differentiation. They also appeared fairly similar to the pure CBO model, which is to be expected since all seven schools have Operation Success programs.

Only one high school site reported that all of its components were in place in September, and that school had no linkage component. Three others had all activities in place by October. School level linkage activities were reportedly the

Figure 2-3

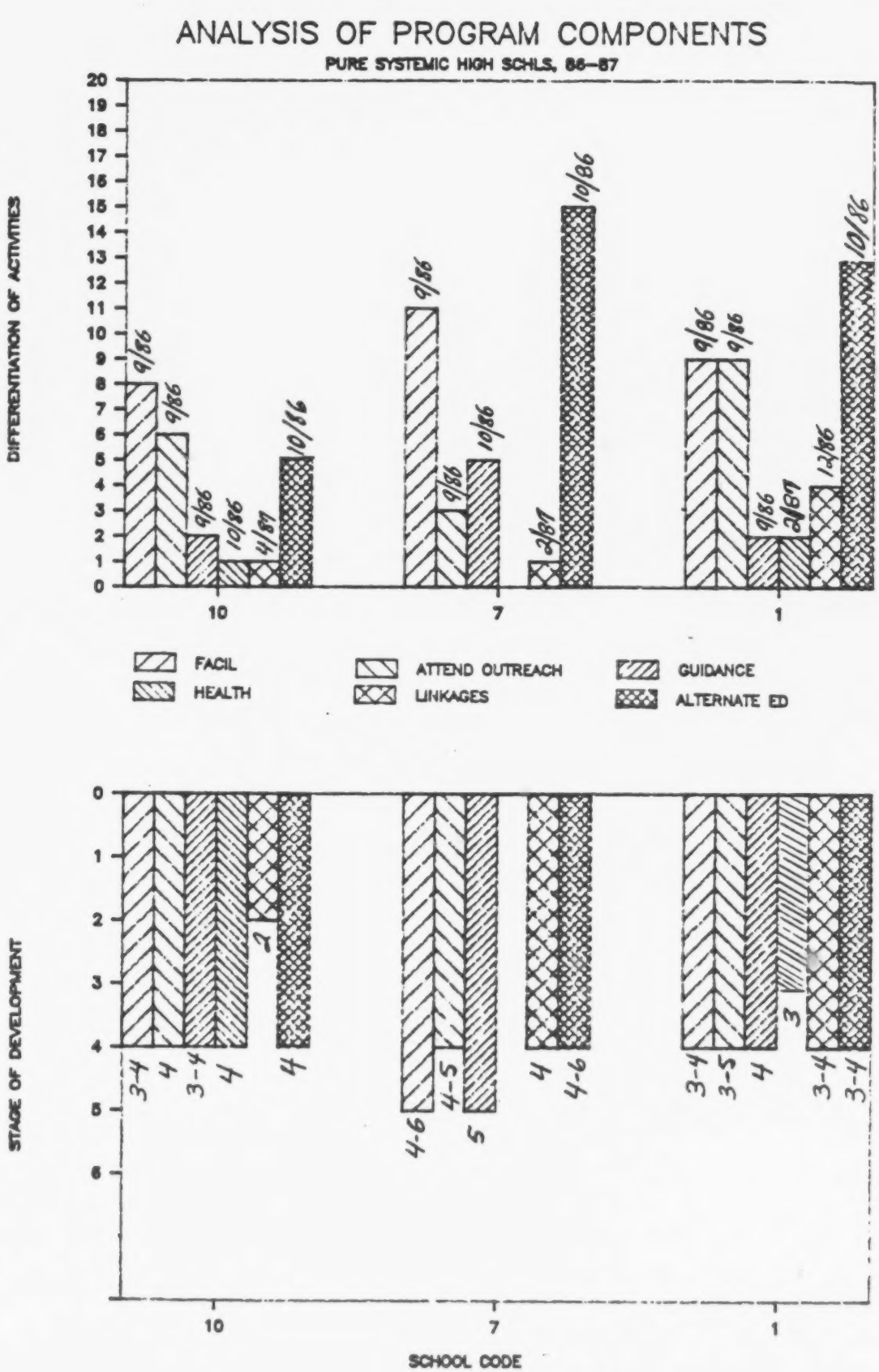

ANALYSIS OF PROGRAM COMPONENTS
PURE SYSTEMIC HIGH SCHLS, 86-87
DIFFERENTIATION OF ACTIVITIES
STAGE OF DEVELOPMENT
SCHOOL CODE
10
7
1
FACIL
HEALTH
ATTEND OUTREACH
LINKAGES
GUIDANCE
ALTERNATE ED
9/86
10/86
1/87
2/87
12/86
3-4
4
4-5
5
4-6
3
3-5

Figure 2-4

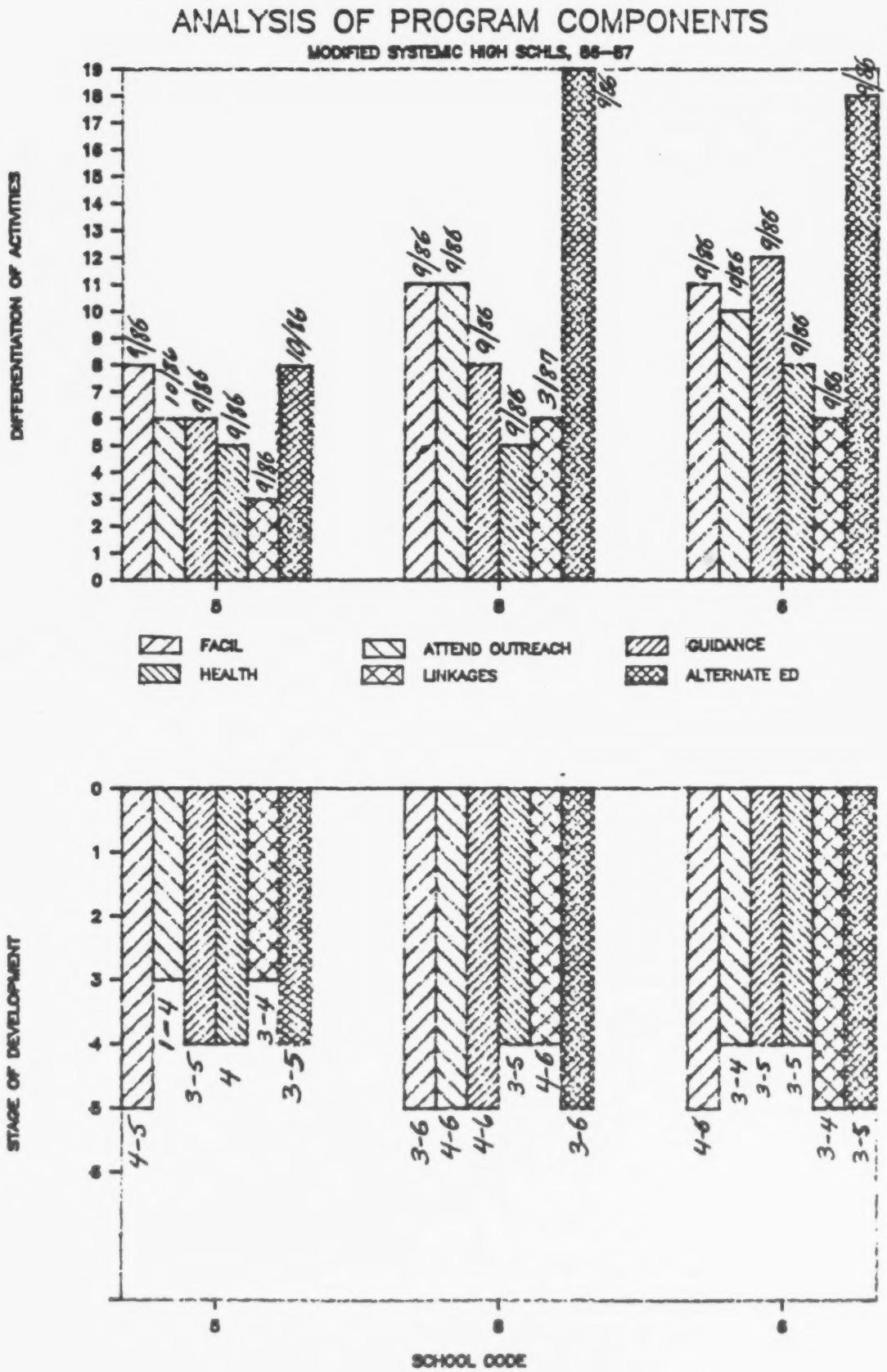

ANALYSIS OF PROGRAM COMPONENTS
MODIFIED SYSTEMIC HIGH SCHLS, 86-87
DIFFERENTIATION OF ACTIVITIES
STAGE OF DEVELOPMENT
SCHOOL CODE
FACIL
HEALTH
ATTEND OUTREACH
LINKAGES
GUIDANCE
ALTERNATE ED

Figure 2-5

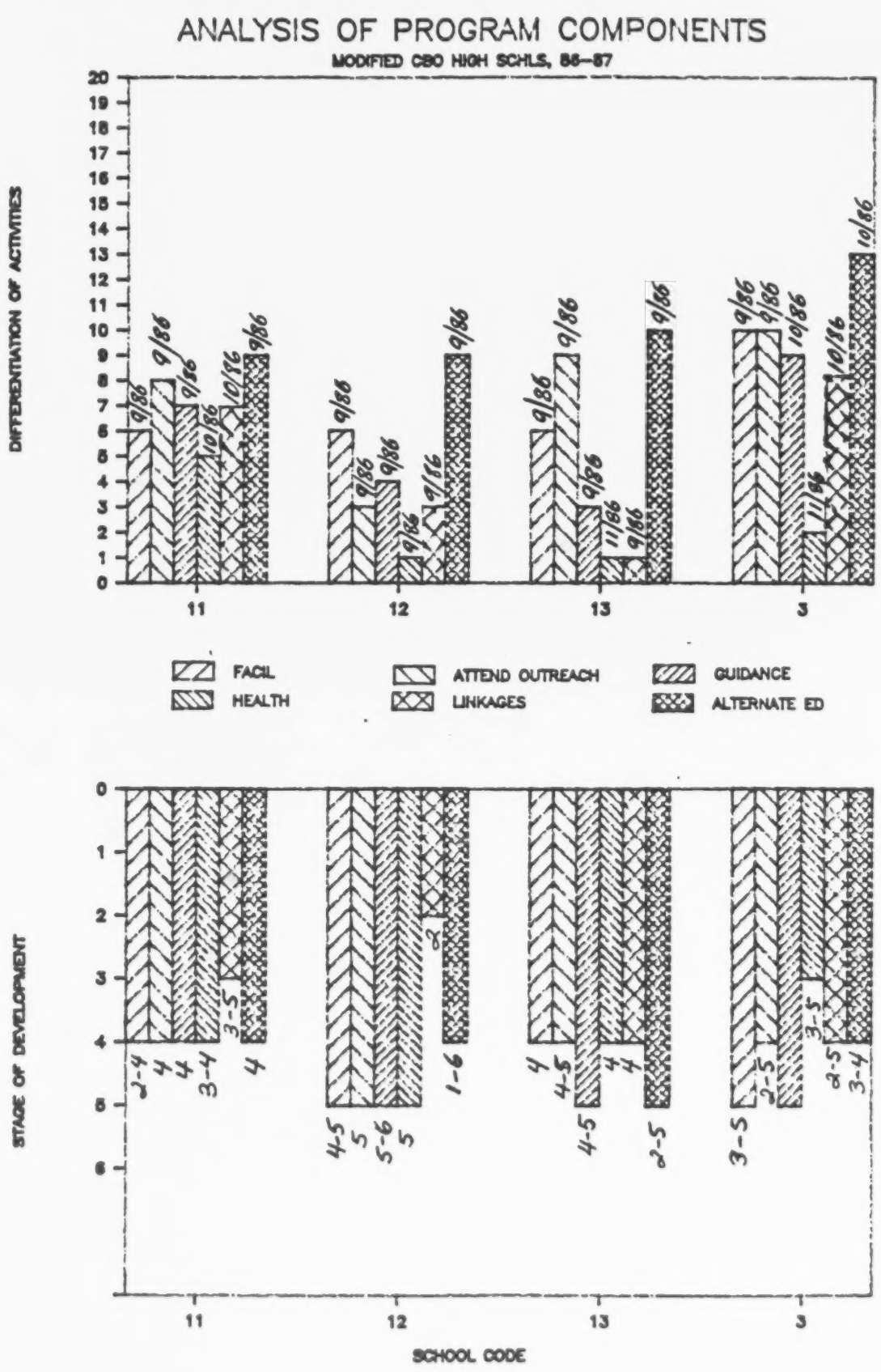
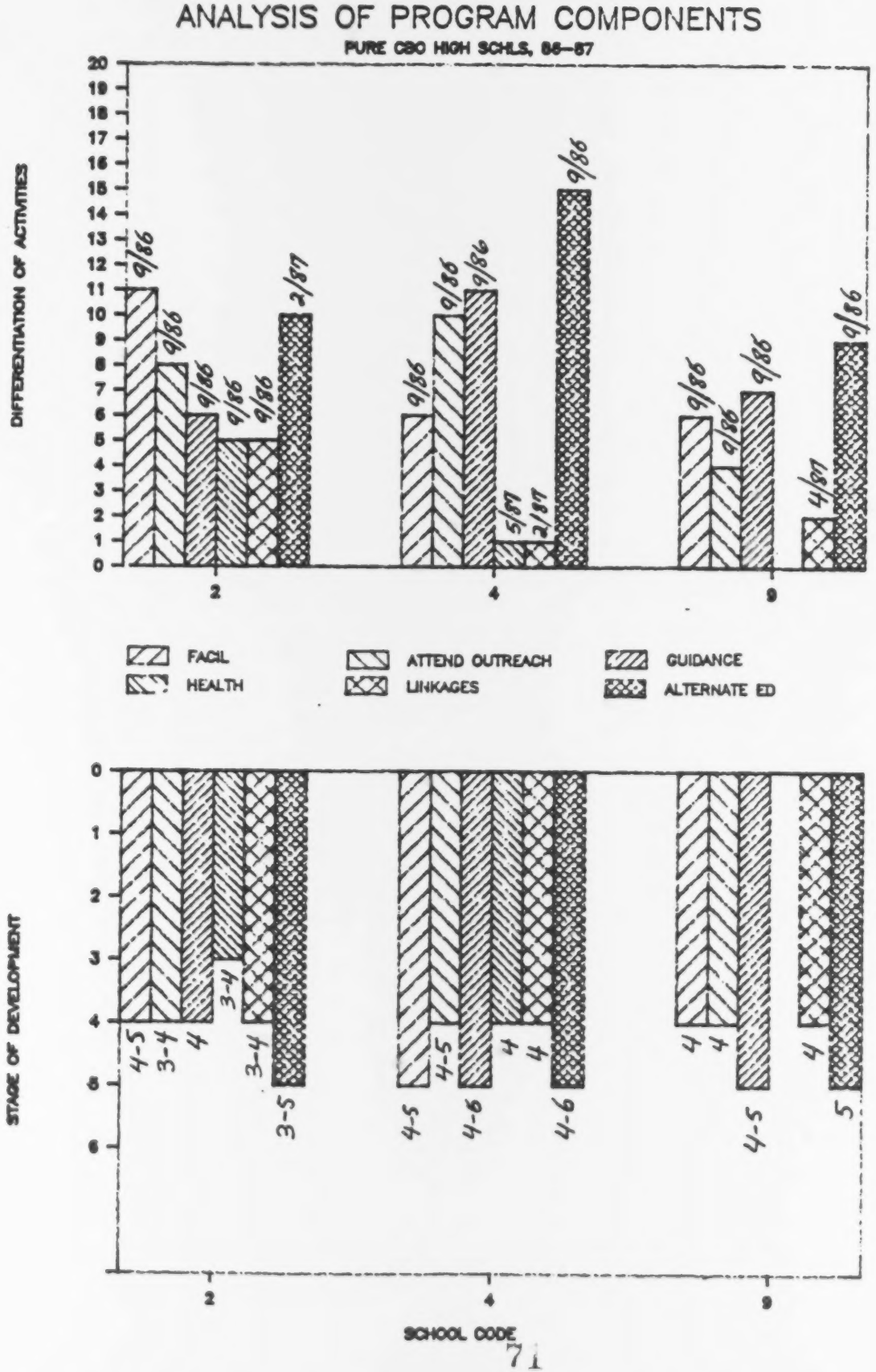

ANALYSIS OF PROGRAM COMPONENTS
MODIFIED CBO HIGH SCHLS, 86-87
DIFFERENTIATION OF ACTIVITIES
STAGE OF DEVELOPMENT
SCHOOL CODE
11
12
13
3
FACIL
HEALTH
ATTEND OUTREACH
LINKAGES
GUIDANCE
ALTERNATE ED

Figure 2-6


ANALYSIS OF PROGRAM COMPONENTS
PURE CBO HIGH SCHLS, 86–87
DIFFERENTIATION OF ACTIVITIES
STAGE OF DEVELOPMENT
SCHOOL CODE
FACIL
HEALTH
ATTEND OUTREACH
LINKAGES
GUIDANCE
ALTERNATE ED

latest in getting started, fewer than half of them being in place by the end of 1986. In part, this reflects the fact that the guidelines for the new linkage component were not distributed until December, with activities not scheduled to begin until the spring.

As in the middle schools, the majority of high school program components reached a routine stage of implementation. All but three sites reached a stage of 5 in at least one program component. Two of the three sites that did not are pure systemic schools where principal support and involvement was reported to be fairly low. Overall, more high school than middle school program components were rated at a developmental stage of 5, suggesting that some of the context variables in which differences between high schools and middle schools were observed did have an impact on implementation. These variables include principal support for the program and adoption of it as a school-wide initiative, staff involvement in planning, opportunities for staff development, and resources for comprehensive school improvements.

The information captured in these figures will be used in future analyses of student outcomes, as we relate the degree of program implementation to program effects and identify sites with particularly high or low implementation for further qualitative study. As is often found in evaluation studies, there appears to be as much variation of program within models as between models. This argues both for analyses that cut across the models along generic dimensions, and intensive case studies of selected

program sites. The material that follows in the remainder of this chapter and the ensuing chapters will be integral to these analyses.

Descriptions of Selected Program Activities

The following passages provide examples of some of the activities that were implemented as part of the Dropout Prevention Initiative's programs during the 1986-87 school year. They are meant to convey details of the day-to-day operation of the programs and students' experiences within them. These examples have been selected to illustrate relatively successful implementation of program functions, rather than to emphasize problems of program implementation. Even so, it will be seen that the activities described do not solve every problem. Further, we have not yet examined the outcomes for students involved in these activities and so are making no claims for their long-range impact.

Program Facilitation

(High School) The DPI team at Alpha High School consists of fifteen staff members representing the school's academic departments, guidance, and security. The CBOs participating in the school DPI are not represented on the team. The team began working together during the 1986 Summer Institute, when it developed a plan for the 1986-87 school year which characterized the program's mission as the creation of a "learning community in which individual potential flourishes." The learning community

was defined as "students, staff, parents, and the larger community outside of school."

The DPI team is structured so that decision-making is shared by all team members, although the DPI coordinator has a key role within the group. When disagreements occur, they are "hammered out" until a consensus is reached. Team meetings are held every other week in the school library, from 2:30 to 4:30 p.m. Each meeting has a specific agenda, drawn up by the coordinator. All members of the team are expected to attend these meetings and are paid per session to do so. Although the principal is not part of the DPP team, he has occasionally dropped in on their meetings. He is kept abreast of pertinent issues informally, for example, in hallway meetings with the DPP coordinator. The team has total operational responsibility for managing the dropout prevention program, from budget development to planning, evaluating, and modifying specific activities.

These various functions were observed in a team meeting held early in the second term. Thirteen team members attended this meeting; midway through, the principal stopped in. (The team has given permission to report this account of their meeting.)

At 2:30 p.m., team members began assembling in the school library. The DPP coordinator was the first to arrive, and at approximately 2:45, the meeting began. The coordinator distributed copies of the agenda, which listed a discussion of grade advisors and the change in their teaching schedule; an introduction to decision sheets; the question of the renewal of a CBO contract; and budget issues. On the issue of the grade

advisors, the coordinator provided information and several members responded. The decision sheet was next introduced by the DPP coordinator as an alternative to keeping minutes on team meetings. All decisions reached by the team were to be written on these forms, and it would be easy to see at a glance what new policies or plans had been adopted at a meeting.

Then, a discussion ensued regarding whether to renew a CBO contract for the following academic year. The DPP coordinator provided a brief history of the CBOs activities during the school year and identified some areas of concern. A copy of statistical information prepared by the CBO was given to all team members. They were then asked by the coordinator to share their perceptions of the CBOs work. The views of some team members who were not present were represented by those in attendance. A letter from the assistant principal for guidance was also read. At one point during the discussion, the principal joined the meeting. The discussion continued, and a vote was called on whether to renew the contract. Once the vote was taken, team members outlined a plan of action for communicating their concerns to the CBO and giving the CBO an opportunity to speak at the next team meeting. The principal stressed the need for quick feedback to the CBO, and the team members agreed.

This discussion led to some questions being raised about the kinds of counseling provided to students through the dropout prevention program. The representative from the guidance department was asked to distinguish between the kinds of counseling provided by school counselors and that provided by

CBOs. Following a discussion about the counseling needs of DPP students, the team agreed that long-term counseling for targeted students was a priority and decided to look into how this could best be accomplished.

The DPP coordinator next opened a discussion on how to make the best use of some unexpended DPP funds. Several options were considered, including hiring counselors on an individual basis, hiring a social worker from the Board of Education, and contracting with a CBO to do conflict mediation in the school. The coordinator passed out to team members copies of a newspaper article on a CBO which did conflict mediation, and discussion of the need for conflict mediation followed. A decision was made to continue discussion of these suggestions. The meeting ended with a discussion of some budget administration issues.

Attendance Outreach

(Middle School). School Beta serves as an example of a middle school that has implemented a thorough attendance outreach program. In this school, attendance monitoring is done on a daily basis. Before 10:00 a.m., a DPP staff person (either a Board of Education family assistant or CBO case manager) begins to make rounds to all the teachers who have targeted students in their homerooms. The individual carries attendance sheets provided by the Office of Student Progress and records on them whether students are present, absent, or late.

Once rounds have been completed, the individual collects late passes of DPP students from the Board of Education

paraprofessional, then returns to the program's CBO office and begins to comb through the attendance sheets and late passes. Attendance sheets are scanned for patterns of absences, for example, continual absences on Mondays and Thursdays. This information is used by the CBO staff to guide them in their decision to make a phone call or a home visit to the absent student's home. Such information on students' patterns of behavior is perceived by the CBO as useful in discussions with parents.

If students are absent two or more consecutive days or their home does not have a telephone, a home visit will automatically be planned. Phone calls are generally made to the homes of students who have more erratic patterns of absence. Calls are made by CBO staff and are done prior to making home visits. It was reported that all students who are absent are either telephoned or visited in the home within a twenty-four hour period.

Students who have demonstrated improved attendance also receive home visits from the CBO. These students' homes are visited at least once a month. The CBO reported that these "positive" visits are essential for reinforcing improved attendance.

Feedback to teachers is also provided by the CBO. Home room teachers are visited by the CBO staff. Feedback is also provided as teachers stop in the CBO office. DPP students have encouraged teachers to visit the CBO office.

(High School) In order to begin to address security and attendance monitoring problems, each of the ten DPP high school used part of its program funding to purchase an automated attendance/entry system -- the "NCR system". These systems were installed in the schools at the very end of June, 1986, and in most cases were given at least a trial run before the school year ended.

The NCR system is a small network of hardware that includes several electronic card reader terminals, a microcomputer, and printer. Each student is given a card punched with the school code and his/her identification number. The card is inserted into a terminal when the student enters the school building, and the NCR system in effect takes the student's attendance. All student identification numbers are entered into a master file, and each day a computer program checks the students who "clock in" against the master list and produces a list of absent students. This list can be arranged alphabetically, according to official class, or numerically by ID number. The system can be programmed so that the card readers beep when a student who has already carded in once tries to do it again, for example when a student leaves the school building and tries to re-enter. It can also be programmed as a message system. If, for example, a guidance counselor wants to see ten students on a given day, those students' identification numbers are programmed so that the machine beeps when the students clock in and the school aide operating the system can give the appropriate message to the student.

Gamma High School has used the NCR system regularly since the opening of school. The school locks all doors but the front doors, and has installed the terminals at the front doors. School personnel report that although most students clock in at the front doors in the morning, some still manage to slip in other doors around the school. These students are not counted as present on the NCR reports. Gamma feels that its daily attendance rate is lower when computed from NCR data than when computed from manual records. The school estimates a three percent difference.

Nevertheless, the school has used the NCR system to improve its ability to monitor student attendance. By 10:00 a.m., the school has a complete printout of students who have not clocked in. Official class teachers check their manual attendance reports against this list, to identify students who avoid official class. Further, one of the school's computer teachers spent last summer developing a system that uses NCR data to monitor class cutting. All teachers in the school are given forms for recording daily the ID numbers of students not present in class. At the end of the day, student aides (paid by the Dropout Prevention Program) key these ID numbers into a data file. Then, these numbers are read against the numbers of absent students produced by the NCR system and a list of students who cut classes is produced. The reporting system can produce lists of cutters by teacher and/or class period; it can produce weekly cumulative lists of classes cut by individual students; and it can even produce lists of teachers who fail to report their

cutters. Most important, staff say, is the short turnaround time for cutting information: teachers know by the following morning which students cut their classes on a given day and which students were absent from school altogether.

Guidance and Counseling

(Middle School) School Delta, a Project Connect middle school, has a needs-based approach to its guidance component. The DPP program facilitator and guidance counselor developed this approach in response to the many demands they felt were made by the students.

At the beginning of the school year, the program coordinator found it difficult to teach her career education classes while trying at the same time to respond to the individual needs of the students. As she expressed to the evaluation researcher, she believed that solutions for these students could only be individual solutions, not global ones; she gave several examples of specific students' situations which could only be addressed on an individual level. Such situations included one 15-year-old girl who needed information about menstruation. In the words of this facilitator, this girl needed the explanation at that moment since she was horrified and had never had the opportunity to talk with an adult about this mystifying experience. At other times, a class experiences something which the DPP staff feels needs to be addressed immediately. In one case this was a peer death; in another case, a student was violently raped in the school neighborhood.

The facilitator and the guidance counselor have worked out a procedure through which they use their teaching hours and guidance counseling slots flexibly and creatively. A variety of combinations are possible. The facilitator might teach a large class while the guidance counselor takes one student out for individual guidance. The facilitator might take a small group while the guidance counselor takes another small group. The topics they deal with vary according to the needs of the students and the specific strengths of the two staff members. The researcher has seen the facilitator and guidance counselor share a problematic situation and decide together who would be best equipped to handle it. Another possible arrangement has been that the guidance counselor takes the larger class while the facilitator works with one or a small number of students.

This approach to guidance and individual attention requires collaboration and trust between staff members. The researcher has witnessed several occasions on which the facilitator and the guidance counselor debated an issue or a situation and struggled with the best way to handle it. The atmosphere was felt by the researcher to be trusting and supportive. The goal is clearly stated by both staff members as providing the best possible service for the students.

The facilitator has stated her awareness that their approach is unconventional. She said that the problems she has to deal with are also unconventional and, therefore, one needs to be open and creative in order to find out what works for each child. She feels strongly that attention and solutions must be

individualized.

(High School) Theta High School serves as an example of a high school that has implemented a cooperative approach to guidance and counseling by working in collaboration with community based organization (CBO) staff.

Two CBOs have added guidance and counseling services for at-risk students to those services that were already available in the high school. The first CBO is primarily organized around personal counseling and vocational exploration, using a case management approach with the students enrolled in its program. Two case managers work individually with students, mostly on a walk-in basis. A third staff member, officially titled the educational internship specialist, spends much of her time arranging internships and job experiences for students. She also spends some of her time discussing personal and career issues with students. The community resources specialist, whose primary job is to gather information on local resources that the school and/or individual students can make use of, also spends part of her time counseling students.

Four group counseling sessions are scheduled each week during lunch hours. Students who do not participate in any other formal activity of the CBO are assigned to the counseling sessions. An additional group session is held with students enrolled in the school's GED class, and another session is conducted for students in the transitional class. In all group sessions students are provided the opportunity to discuss

problems relating to family, school, and career issues.

The second CBO provides conflict mediation services to students who have interpersonal or disciplinary problems. This service was seen as highly desirable by the school, so much so that the school combined various funds to help support the CBO in this effort.

The Pupil Personnel Services Committee meetings provide opportunities for guidance and counseling issues to be discussed. The committee oversees support services for students, such as the SPARK drug intervention program or family assistant duties. The committee engages in an ongoing examination of the school's impact on students, and revises plans and policies when changes would be in students' best interests. The CBOs were well integrated into the committee. Throughout the year the approach toward maximizing the effects of guidance and counseling for the students has been refined. In March, it was decided to structure more deliberate exchanges of information about specific students, primarily (according to the principal) to ensure that the different people working with students know what the others are doing. Case conferences were begun and are currently held every Friday morning.

Health Services

(Middle School) School Epsilon serves as an example of a school that is attempting to ensure that the health needs of the target population are being met. By working in conjunction with the New York City Department of Health, schedules have been

established throughout the year that allowed student health screening to occur. Over the course of the year, the program sponsored a Community Health Fair. Parents were invited and an array of community social service agencies were represented.

A school based Health Program was established in School Epsilon by the NYC Department of Health. The program included the development of a Health Resource Team that provided routine health examinations and provided information to students about health related resources in the community and about the health screening process. The Health Resource Team was present in the school Tuesday to Thursday. In addition a Health Coordinator was present in the school Monday to Friday from 8:00 am - 4:00 p.m..

The school Health Fair was organized by the Health Resource Coordinator who was assisted by the DPP staff. Two workshops were offered to parents that focused on drug related issues. The workshops were offered by the DPP staff, in part, to attract parents of targeted students.

School Level Linkages

(High School and Middle School) A wide-ranging linkage program has been established at High School Kappa. Designed to counter unfavorable perceptions of the high school in the community, the program includes presentations by staff and students on the high school's programs and services, as well as opportunities for feeder school personnel and students to meet Kappan students and participate in high school activities, and to become familiar with the classroom and corridor atmospheres. The

linkage program is also aimed at smoothing the middle school students' transition to Kappa. The activities that comprise this linkage program include visits by an articulation team, orientation activities, and special activities.

The articulation team consists of the articulation coordinator and a number of high school students who had attended the feeder schools involved in the linkage activities. During their visit to a middle school, the coordinator presents an orientation talk and slide show. A question-and-answer session follows, to give the middle school students an opportunity to talk to the high school students. Kappa materials are distributed, and the middle school students are invited to visit the school. The articulation team is also available for presentations to parent groups, although this has not taken place much this year.

Kappa encourages visits from the middle schools. These consist of a guided tour by the articulation team; a presentation by the coordinator; a luncheon; and a brief discussion. A second type of visit involves shadowing. Middle school students are matched one-to-one with Kappa students, accompanying them to 4th, 5th, and 6th period classes. These visits include lunch and a discussion period. Visits by middle school personnel (principals, guidance counselors and DPP facilitators) were planned for this year but not implemented.

The orientation component of the linkage program begins in the summer. During the last week of August, letters are mailed to all incoming students and their parents, requesting their

attendance at an evening orientation program. This meeting consists of an introduction by the administration, meetings of each academic cluster, and a tour of the building.

Kappa has also organized a team of students to act as peer mentors. Selected students are oriented to act as Big Brothers/Big Sisters to ease the transition of new students. They are assigned to ninth and tenth grade official classes, and are stationed in the hallways during the first week of classes.

High School Kappa sponsors a number of special activities to promote school level linkages. First, Kappa holds monthly Friday night dances open to its own students as well as middle school students. Second, a number of special events to which middle school students are invited have been sponsored. These include a fashion show by Kappa students; a visit and performance by the cast and writer (herself a Kappa alumna) of "Mama, I Want to Sing!"; and a performance of "None for the Road."

Finally, as part of its middle school-high school partnership, Kappa offers a special eight-week program for its six primary feeder schools, held after school hours. Kappa students with appropriate skills are recruited from the mentor program described above to work with middle school students around high interest activities like body-building, gymnastics, and swimming.

Alternative Educational Programs

(Middle School) From a variety of alternative education programs in the middle schools, two are described here. At

School Iota a work-study program has been developed jointly by a teacher in the school, the DPP facilitator, and the coordinator of volunteer programs at a community hospital. Twenty-nine students participated, 20 of whom are in the DPP and nine of whom are other students in the school. (That nine of the 29 participating students were not targeted for DPP services is not seen as a violation of guidelines, because the teacher's time was contributed during the Talent period, while the cost of the bus would have been the same for 20 as for 29 students. The inclusion of both targeted and non-targeted students helped reduce the divisive effect of DPP funds going only to a limited number of students in a school where most students were perceived as deserving or in need.) The students travel once a week to the hospital to work in various settings including a social ward, neurosurgery, hemodialysis lab, central supply, etc.. A teacher takes the students to the hospital program every Tuesday, for two periods. The teacher is not paid for this activity by the DPP; however, the DPP pays for the students' transportation. The students also meet with the teacher every Thursday, for one period. The
session allows the students to discuss their work experiences and to write in a log that each student maintains.

A Teachers College observer accompanied the students and the teacher to the hospital site one morning this spring. In the bus on the way, the students talked quietly to one another and the observer. They said the hospital "taught them" what they needed to know to do their jobs. Later, as the observer went around to

different placements, he saw students putting to use skills that they already had, but integrating them in new ways with the hospital's routines. For example, two boys were working together to pull patient records from a unit file, and to place other records in the file, using a combination of alphabetical and color coding. A girl was obtaining items from central supply for use in a lab. Another girl was said to have successfully negotiated transfer into central supply. This was the first time a female had worked in what was traditionally a male domain at the hospital. On the bus, students said more generally that they got a chance to try out jobs at the hospital.

The plan for next year is to allow students to spend more time at the hospital by combining the assigned two periods with a lunch period. The students will then be able to stay on after school, creating a 1 p.m. to 5 p.m. block of time. The hospital volunteer program coordinator reported that this much time will be needed to make it worth while to train the students for major responsibilities.

The alternative education program in School Lambda allows students to acquire business enterprise skills. The program is centered around career education (business curriculum) that teaches students how to set up and run a business. The career education administrator reported that students are taught management and marketing skills, how to be responsible and work in teams. Students learn about the stock market and what it means to invest and manage money.

In addition to being instructed on the theory of business management, students are provided the opportunity to make marketable products and then sell the products in the DPP school store. The products that the students must market and sell in the store include green plants that are grown and cultivated by the students in the DPP green house and chocolate products that are made in the DPP chocolate factory. Other products that are marketed and sold in the store include clothing items.

During one visit to Lambda, the T.C. observer talked with students who were operating the store. One girl reported that she enjoyed working in the store because she learned how to work the cash register. Before the T.C. observer left, the girl was showing another student how to work the cash register. Other students were talking to a teacher about who would operate the store during the next shift. DPP students operate the store by working in shifts.

(High School) The alternative education program at Sigma High School has many options to offer the student. The program is designed to help at-risk students gain the necessary credits to graduate from high school outside the mainstream classroom. In the case of older students an option offered by the school is preparation to take the General Equivalency Diploma.
The educational options can be subdivided into those offered by the community based organization assigned to Sigma and those offered by the school. The subjects offered by the CBO are mostly directed toward introducing the students to different

careers. Thus, based on a student's ability and inclination, s/he can ask to be placed in the business program, trade program, or internship placement which can include working in hospitals, day care centers, retail business and school offices. In most of these areas the student can earn high school credits.

The school's educational program is mostly academic. Students take regular classes in math, science, social studies, English, computers etc. These same courses are offered to students placed in one of two academic groupings differentiated by their locations: off-site academic program and on-site academic program. It can be said that students are placed off-site or on-site depending upon an assessment of how much environmental factors impact on the student's learning and behavior. Students who are highly influenced into unacceptable behavior in the larger school environment may opt to go or be sent to the Manhattan program.

The Sigma dropout prevention effort has been in existence for five years. From the beginning the principal was very receptive to accepting the resources offered by an outside organization such as the community based organization. The relationship from the inception of the program has been cooperative rather than competitive. The effect of this history still lingers and both CBO and school staff continue to integrate their services in order to come up with appropriate program placement of individual students. Thus, CBO director and supervisor are part of the programming of courses and activities along with school staff.

Flexibility is a valued characteristic in this school where student turn-over is high. Ideas brought by the staff are tried out in response to student needs. Staff members attest that this flexibility is possible due to a principal who considers the program a top priority and is willing to call upon general school staff and resources to meet the program's need. For example, there is a group of about fifty transitional students (including LEP students) who have been moved back into mainstream classrooms. A group effort among the principal, assistant principal, facilitator of the program and CBO director and two willing teachers resulted in the establishment of a special class that enhanced attendance outreach and guidance services. Another program development allowed intensive counseling sessions to occur without interrupting target students' academic classes.

The program is selective in choosing its staff. One criterion for being in the program is that the teacher be able to relate to at-risk students. Frequently, mainstream teachers have been surprised to find a student they were not willing to work with in mainstream classes doing well in the program. CBO staff are also scrutinized in terms of how well they relate to students. The good working relationship between the facilitator and the CBO director and supervisor allows them to report whether or not members of either school or CBO staff are working well. The CBO presence also contributes to the quality of all staff in the program through its effort to sensitize teachers to better ways of communicating with students. This is done via daily dialogue and examples and two staff development and training

sessions. The teachers are all experienced in their subject areas and some are sought after by APs of various departments because of their expertise in such subjects as math and reading.

Student involvement and presence in the program are highly visible. In the off-site school, student leaders help out in the task of administration of the classroom. The walls in the DPI area of the school are covered with students' art work and attendance and achievement awards. Students participate in a program decision-making committee on a monthly basis. Currently, the video club is producing a documentary of the Sigma Community.

High School Tau instituted its Campus School in February, 1987. Located off-site at a nearby college, the program offers four blocked academic subjects to students, along with a fifth period for physical education. One teacher teaches math and science; a second teaches English and social studies. The fifth period is sometimes used for group guidance activities, such as program planning with guidance counselors or career education with CBO staff. A few students (fewer than ten) return to Tau for additional classes; the bulk of them have part-time jobs (often arranged through the school's CBO) or other responsibilities in the afternoon (e.g., caring for family members).

There is a selection process for admission into this program. Not every student wants to be located outside Tau proper, and these, along with those not admitted into Campus, are scheduled for programs with extra guidance (e.g., the New School,

in which students are blocked for math, English, science, social studies, and a guidance course, but mainstreamed for lunch, phys-ed, and other classes) or "holding power" classes (high interest classes with controlled class size in which students can receive additional attention, taught by teachers specially chosen who want to work with at-risk students -- e.g., animal care, health careers, word processing).

Students who choose Campus are interviewed. Their applications are discussed by teachers and the guidance department. Acceptance is contingent upon a two-week period in which either the student can request reassignment without penalty, or the teachers can request transfer of the student. (This semester there were five requests for re-programming, and three new students were accepted.)

Next year, Campus will expand from 45 to 60 students, and from 2 to 3 teachers. Although the initial agreement was only for space, Campus students are now permitted to use college facilities such as the library, cafeteria, and computers. Furthermore, the college has applied for a grant to provide afternoon instruction in high interest subjects for Campus students, which they would be able to count for high school credit.

Conclusion

These are just some of the examples of program implementation that we might have written up for this report. Our intent in publishing them is not to feature the schools and

CBOs represented here as such, but to illustrate a level of problem solving and effort that should be recognized wherever it is found in the Dropout Prevention Initiative. Future reports will document some of the processes that we have observed in schools that are found to be having the strongest impact on student outcomes, whether these are schools that have been included in the present write-ups or are schools that we have not had time to describe in this report.

CHAPTER 3

FACTORS AFFECTING 1986-87 PROGRAM IMPLEMENTATION

This section discusses the policies, practices, and conditions surrounding the second-year implementation of dropout prevention programs. First, important changes in program guidelines are summarized. Second, some differences between first and second year implementation are highlighted. Finally, key features of the programs and their schools are described, and their roles in determining implementation are discussed.

Changes in Program Guidelines for 1986-87

The Chancellor's Special Circular #25, dated May 21, 1986, set forth the 1986-87 guidelines for all school-based dropout prevention programs, including those in the 42 schools of the Dropout Prevention Initiative as well as the 23 other high schools and 68 middle schools participating in the state-funded AIDP program. In general, these guidelines were similar to those for the first year of the dropout prevention programs (1985-86). Four specific changes, however, had an impact on the schools in the DPI.

First, the criteria for student eligibility were revised, on the basis of first-year experiences and to accommodate the need to provide continuity of services to students from one year to another. The criteria for middle school students had been modified in the middle of the program's first year, because some schools found it difficult to identify 150 students who met the

original attendance criterion, and also because school officials felt the programs were not able to serve students who had less severe attendance problems but were "at-risk" for other reasons. The 1986-87 guidelines reflected these changes. The following criteria were to be used in the order stated:

> a) 30-74 unexcused absences in the previous year;
> b) 15 or more unexcused absences in the previous spring;
> c) 25-29 absences and one of the following high risk indicators: reading 1 or more years below grade level; 2 or more major subject failures; 20 or more latenesses; 20 or more half-day absences; overage; or LEP entitled;
> d) participated in the 1985-86 dropout prevention program but no longer eligible due to improved attendance.

Additional criteria could be used if there were still openings available.

Circular #25 specified that middle schools were to serve 150 students each. As it turned out, this target number proved problematic for some CBO-based middle school programs. During the program's first year, the community-based organizations contracted to serve 150 students per school. An original target number of 100 apparently had been increased to 150, and the CBOs agreed to the change, in part because the funds they "saved" by starting their programs relatively late in the year could be used to provide services to more students. For 1986-87, however, the CBOs contracted to serve 100 students per school, while the program guidelines still specified that 150 students should receive services. The Office of Student Progress deliberately left open the question of whether and how the school and CBO staffs should integrate their services to students. The resolution of this issue was different in each of the five

districts involved. In three districts, about 80 to 105 students were served by CBO and school personnel together in each middle school. In another district, the CBO and school personnel served different students, totalling about 150 per school; in the fifth district, the CBO program was never successfully implemented and its contract was terminated mid-year.

At the high school level, in 1985-86, students were selected for program participation on the basis of attendance (20 or more unexcused absences in the previous semester or 40 or more during the previous year); additional criteria could be used to select participants as long as the students also met the attendance criterion. For 1986-87, the following criteria were specified:

> a) 20 or more absences in previous spring; or
> b) designated LTAs during 1985-86 but with 10 or more days of attendance during September-October, 1986 (a minimum of 100 students must meet criteria a or b);
> c) participated or eligible to participate in 1985-86 dropout prevention programs but no longer eligible due to improved attendance;
> d) referred by principal as "at-risk" (no more than 5 percent of target population);
> e) failed 3 or more major subjects because of excessive cutting.

In addition, Operation Success programs could serve students who missed 10 days or more in any 2 consecutive months.

At both middle school and high school levels, the guidelines specified that LTAs were not to be served by the dropout prevention programs. This was also true the previous year, but in fact many of the schools had used the extra personnel provided through DPI, particularly the community-based organizations and family assistants, to do outreach with LTAs and attempt to either

bring them back to school or to determine whether they should be discharged. During the program's second year, it was clearer that the program was for student retention, not retrieval. A number of schools still requested that CBOs try to contact LTAs (in the high schools with larger DPP budgets, there sometimes were extra resources for this activity), but they were not required to provide other services unless the students attended school for at least the minimum of ten days in the fall term.

The second important change in the program guidelines concerned summer activities. Schools were given the option to hold staff training sessions and/or use funds to offer services to students during the summer months. During the summer of 1986, ten of the high schools offered some kind of outreach program, usually with CBO involvement. Less than a third of the middle schools had any summer program.

The third change specified that high school students who participated or were eligible to participate in 1985-86 dropout prevention programs but who were not presently eligible due to improved attendance were to be offered transitional programs, consisting of full supportive services and more limited instructional services. A minimum of one hundred students in each school were to be "core" students, eligible for full services, and fifty were to be transitional students. Neither the target number of 150 nor the distinction between core and transitional students was used as an operational guideline for the ten DPP high school programs. All of these schools served more than 150 students, either through systemic, school-wide

improvements or through CBO-based case management with case loads larger than 150. Further, the DPP high schools did not distinguish between core and transitional students in the manner specified in the Chancellor's Circular. The DPP high schools defined transitional students as long term absentees who were making the transition back into school, and created special instructional options for these students, including self-contained programs, GED or pre-GED classes, and short-term classes for students prior to mainstreaming them.

Finally, program guidelines were modified in the area of school-level linkages. An addendum to Special Circular #25 was released on December 19, 1986, describing new requirements for planning the linkage component of the dropout prevention program. High schools were to work with at least three local middle schools to develop a variety of activities for graduating and pre-graduating at-risk middle school students. These activities were to include the following: a) an orientation to planning for high school, with appropriate activities built into the middle school curriculum; b) an introduction to the high school students are likely to attend, including assembly programs, tours, multi-media presentations, and/or distribution of high school materials; and c) individual and/or small group experiences at the high school, either during the school day or after school. Funds for linkage activities were allocated to the high schools, a change from the previous year when they were channeled through the community school districts. Because the high schools were accountable for the quality of the activities they offered to

middle school students and were able to pay staff to conduct the activities, and, further, because the guidelines specified more clearly the nature of activities that should occur, all but two of the DPI high schools planned, and implemented at least in part, linkage activities during the spring of 1987 that were quite different and more extensive than what had occurred previously. (Since in many cases these activities began after February, they may not be reflected in the middle school MSSR figures.)

The Transition from First Year to Second Year Implementation

As might be expected, during the second year of the Dropout Prevention Initiative, program sites built upon some of the implementation accomplishments of the first year and continued to deal with other unresolved problems.

Program staffing proceeded much more smoothly in the second year. New coordinators or facilitators were appointed in five of the 13 high schools and at least eight of the middle schools (including three in which the facilitator role was taken by a district-level person). With only one or two exceptions, these staff changes were viewed positively by other school and program personnel. In at least eighteen sites, one or more CBO or Board of Education staff vacancy was not filled before mid-January, in some cases reducing services to students until new staff could be hired. Overall, however, there was continuity in personnel from the first to the second year of the program. Most of the staff were in place by September and had already had at least part of a

year's experience with the dropout prevention programs.

The major start-up problem for the second year of the program concerned the identification of student participants. Middle schools had prepared tentative rosters the previous spring, so both school-based and CBO-based programs at least had lists to work from in September, even though student mobility and erroneous entries necessitated many revisions. By January, all but three of the eleven CBO programs (excluding the one CBO whose programs were never implemented) had been able to enroll their contracted number of students into their programs.

At the high school level, some community-based organizations had been given lists of eligible students before July, but again these lists changed frequently and tended to include many LTAs, who were difficult to locate and not necessarily appropriate targets for service. Other CBOs had no list of eligible students to work from. By January only seven high school CBOs had been able to enroll enough students to meet their contractual obligations (certainly other factors besides the availability of student lists affected this situation as well). Common solutions were to rely on incoming students known to have been AIDP/DPP participants in middle school, or to continue to serve students who had been enrolled in the CBO programs last year. The program guidelines specified that transitional students whose attendance had improved could be served by the program in a limited fashion until they were fully integrated into the regular school program. As it happened, however, few targeted students from Year One improved their attendance and achievement enough to no longer be

eligible for the program. Analyses of statistical data on students will determine how many Year Two targeted students had been served in the first year of the program.

Overall, relations between school and CBO personnel in the high school sites improved between the program's first and second years. In six schools, the collaboration was reported to be better, primarily due to familiarity and the passage of time, increased communication, and the opportunities for joint staff development provided through the central DPP office. Three additional schools carried positive interactions from the first year to the second. The Board of Education promoted more positive relations through hiring staff in the DPP central office with specific responsibility for working with the CBOs, and through forming the new Office of Collaborative Development and Contract Management in order to facilitate smoother contracting and monitoring procedures.

In the middle schools, however, six of the fourteen CBO-based programs reported that relations worsened during Year Two. School personnel's continued skepticism regarding the value of CBO participation in the program, and operational difficulties with program implementation on the part of both the Board of Education and the CBOs, appear responsible for the decline in positive collaboration.

The two program components with the lowest level of implementation during the program's first year were health services and school level linkages. The health component, common to all program models in the Dropout Prevention Initiative, was

again poorly implemented in many sites this year. Only three of the high schools and twelve of the middle schools reported that any special health services were provided as a result of the dropout prevention program. A number of factors appeared to work against this component. In part because funding for health services does not come from DPP/AIDP and school health coordinators are employees of a separate city agency, health personnel were generally not integrated into the Pupil Personnel Committee, DPP team, or other working groups overseeing program activities, and there was little accountability for the component. In many schools, health personnel simply did not have the time or resources to accommodate the requests and needs of the dropout prevention programs. Even in the schools that had relatively extensive health resources, the nature of the activity was usually to serve students on a walk-in basis and not to target any group specifically.

On the positive side, some middle schools facilitators, especially those who were conscientious about record-keeping, did manage to see that the health records of targeted students had been screened and to document the fact. Several high schools worked quite actively to obtain additional resources for health services, and got help from the central DPP staff in doing so. Additionally, in the spring, central DPP staff met with health and DPP personnel from at least seven high schools and one community school district, to make specific plans for improving the coordination of health services.

The Board's new guidelines for articulation programs between

middle schools and high schools provided the impetus for nine of the high schools to develop and coordinate more linkage activities than during the previous year; thirteen middle schools shared in these improved efforts. This happened despite the extremely short time-line for developing the articulation programs (the guidelines were distributed in mid-December and program proposals were due by mid-January). Not all barriers to positive linkages were broken down by the new program design, however. Zoned high schools continued to have difficulty finding out which middle school students, especially the at-risk ones, were assigned to them, and the long-term persistence of zoned high schools' negative reputations and middle schools' aversion to working with them did not completely abate.

Finally, at least ten middle school sites reported that budget delays interfered with the early start-up or smooth operation of Year Two activities. It appears that the timeline for the budget approval process and subsequent authorization of payments, and the availability of petty cash for incidental purchases, have been impediments to the program.

Features of Programs and Their Settings

In order to be able to explain why second year implementation proceeded as it did in the schools, information was collected on characteristics of the innovations themselves (i.e., the dropout prevention programs) and on characteristics of their local settings and larger context. Specifically, at each site we looked at the following:

a) Perceptions of the need for and relevance of the dropout prevention program;

b) Clarity about the goals and strategies of the innovation;

c) Complexity of the innovation;

d) Quality and practicality of the innovation;

e) School's previous history of innovation;

f) Processes used by the school to adopt and plan its dropout prevention program;

g) District and central administrative support given to the school for implementing its program;

h) Role of the principal in the program;

i) Staff characteristics and orientation toward the program;

j) Staff relationships within the program, specifically between school and CBO personnel;

k) Activities to promote staff development and participation in the program;

l) The program time-line; and

m) The program's information and self-monitoring systems.

These variables interacted in complex ways in the forty-two schools. We observed no single array of variables that seemed to define "good programs" or, conversely, "bad programs." Rather, each variable functioned as a constraint or opportunity in the network of factors affecting implementation. Thus, for example, an aloof, skeptical faculty would not automatically spell disaster for a dropout prevention program. Such a condition would instead establish the need for other factors to balance or compensate for it. Some responses (e.g., a principal allowing staff to express their concerns about the new program) might capitalize on the condition and make it work for the program's

benefit, while others (e.g., adhering more rigidly to a top-down planning process) might only increase faculty hostility and reinforce the negative impact of the condition.

Analyzing the characteristics of the programs and schools thus meant observing which *patterns* of variables seemed to determine how implementation occurred. This section of the report describes those interactions which were observed to have the most significant effects.

Staff Quality. Staff quality, particularly the motivation of program personnel and their ability to deliver a high-quality program, was a key variable in the constellation of factors determining program implementation. The skills and commitment of individuals carried the program a long way, and this was true at all levels of the program, from school-hired family assistants to CBO vocational trainers or case managers. The quality of the facilitators and the CBO site supervisors appeared to be particularly important. Although in nearly all sites there were individuals or groups who operated well within their own work spheres, it was only in the schools where the facilitator and/or CBO supervisor was a skilled manager -- bringing diverse activities together, using resources creatively, representing the program to the larger community, and so on -- that the dropout prevention program acquired a coherent identity and was able to have a strong impact on the school. For example, one site supervisor of a community-based organization was able to establish very positive relations with the school, not only because her staff delivered services that were helpful to

students, but also because she had once been a teacher herself, had a clear understanding of how schools operate, and was willing to develop a give and take relationship with the school. In another school, the program coordinator was skilled at organizing a very large DPP team to oversee an equally large number of activities which he could never have managed on his own.

The level of staff quality achieved in the dropout prevention programs was contingent on several other factors. In particular, the ways in which staff were or were not helped to learn and perform their jobs had an impact on staff quality. At the middle school level, many staff reported having had no specific training for their roles in the program; this was especially true regarding teaching the career education component and managing the program records. Although program meetings were held regularly in most sites, and district-level meetings were scheduled for facilitators or, less often, for other staff, they were often characterized as dealing more with bureaucratic issues than with staff development. (Student services suffered here as well. For instance, in some sites the Pupil Personnel Committee meetings, whose original intent was to facilitate the coordination of services for individual students, instead tended to become business meetings for the dropout prevention programs.) Further, there were no meetings bringing together DPP personnel from more than one district, and no central meetings involving both school and CBO personnel. Thus, program staff were not given the chance to share their skills and experiences with others beyond their district or institutional boundaries.

The Office of Student Progress did supply technical assistance to middle school program personnel, through field assistants who met with school and district staff. These assistants made a variety of recommendations to program personnel. Some recommendations could be characterized as bureaucratic, having to do with the maintenance of records, scheduling and staffing of program meetings, and the like. Other recommendations were oriented more to problem-solving or program development, and addressed matters such as staff roles, strategies for program activities, and so on. Such recommendations were made verbally to program personnel and were included in the written monitoring reports completed by OSP staff. However, evaluation field workers encountered mixed perceptions on the part of personnel at the program sites regarding the quality and availability of this technical assistance.

At the high school level, there were more opportunities for staff development, including a three-week Summer Institute for teams in the ten DPP high schools, monthly meetings of DPP coordinators, a mid-year DPP retreat, and several staff development days sponsored by DPP and facilitated by one of the community-based organizations involved in the program. The AIDP facilitators also met regularly, and several CBOs had their own forms of staff development. These events gave the program staff, particularly in the DPP schools, time for planning as well as exposure to workshops, discussion groups, and presentations on relevant issues. They were reinforced by individual visits which

central staff from the DPP and AIDP programs (from both the Board of Education and the community-based organizations) made to the program sites.

Through these developmental activities, ongoing issues were addressed, including how to facilitate school/CBO collaboration, and new ones were raised, ranging from how to provide instruction for infrequent attenders to how to sensitize staff to cultural issues. However, nearly every staff development event or activity we observed highlighted the need for even more work in this area. There is a high degree of uncertainty in what is known about how to serve high-risk students. Simply put, many educators do not understand why traditional educational strategies do not work with all students, and a natural inclination is to defend one's own usual practices, to blame others for failure, and/or to be unable to see failure at all. Even in the Dropout Prevention Initiative, where many staff participants are highly committed to helping at-risk students and where many innovations are attempted, school and program staff still were often unclear about how to design activities, discouraged by observable program effects, and inclined to revert to standard rationalizations about the problems. Extensive training and sustained support for experimentation appear crucial for the development of lasting attitude changes and skills in the area of dropout prevention.

A further factor which interacted with staff quality to constrain program implementation was the availability of resources for the program. In schools where the staff were

highly determined to deliver a program, they circumvented resource problems, but this was not always easy or possible. Program finances were a problem in a third or more of the middle schools. Some could not hire teachers to run after-school activities until mid-year because budget funds were not in place to pay them, others could not purchase materials or give transportation money (or even salaries, in several cases) to family workers.

Time was another scarce resource. Time to learn, plan, and experiment, while greater than in many other innovative programs, was not always available or sufficient in the Dropout Prevention Initiative. As in the program's first year, the facilitators of the three AIDP high schools, as well as most middle school facilitators, continued to have difficulty performing their designated jobs in the allotted time. This was true even though, in 1986-87, middle school facilitators could work longer hours on the program and receive per session pay. Even in the DPP high schools where the coordinators were full-time, the double burden of managing a program and being responsible for myriad administrative/clerical duties -- ranging from locating 200 students to attend a ballgame to overseeing the per session payroll for thirty teachers -- was invariably a problem. Moreover, some schools addressed other program needs by using part of the coordinator's salary allocation to pay for another program component and/or requiring coordinators to cover other duties as well, thus reducing even further the time available for program facilitation.

In most cases, space for program activities and offices was scarce, but staff did not allow this to deter them. However, in at least two high schools and three middle schools, inadequate physical facilities appeared to seriously hamper the effectiveness of community-based organizations.

Need for and Relevance of DPP. A factor which affected the skills and motivations that staff brought to the program, but which also established contingencies of its own, was the degree of commonly held perceptions of the need to work on dropout prevention. In general, schools which were seriously concerned either to reorganize entirely or to address the problems of at-risk students used the program as an opportunity to do so. Other schools, for whom the program simply represented extra resources, or for whom there was no choice but to participate, appeared unlikely to succeed with implementation unless another variable carried extra weight, for example when program staff were especially well-qualified or the goals of the program were modest enough to accomplish with a limited effort.

In general, middle school personnel expressed more reservations about the program. Although they claimed to be committed to dropout prevention, a number of schools in the Project Connect model questioned whether a career education focus was meaningful to students, and approximately half of the CBO-based schools did not believe that the CBOs could make valuable contributions to their school programs. These attitudes were probably the result of the middle schools' lower participation in the initial adoption of DPP, as well as their having been given a

more restricted scope of program resources and strategies. However, as noted above, strengths in other areas sometimes overcame the constraint of low perceptions of need for the program. Even in programs where cynicism was prevalent, individuals performed at high levels. For example, despite their school's open reluctance to cooperate, two case managers in a middle school CBO were able to establish good relations with students and another staff person involved many of them in an active video program.

In the DPI high schools, there were both instances of schools using the program to support major structural and programmatic designs, as well as instances of schools adopting a program but not capitalizing on it to promote school goals. This was true for individual schools; we found no model effects here, although the model designs gave schools different opportunities to address needs which they themselves identified.

Cooperative staff relations, practical and high quality program strategies, and adequate resources could be both the cause and result of high commitment to dropout prevention programs. However, high levels of school support for the programs usually could not be generated or sustained without the active involvement of the principal. We found that in nine of the thirteen high schools, principals were very committed to their dropout prevention programs, whereas only twelve of the twenty-nine middle school principals were characterized as highly supportive. While in general the second year brought more stability to the programs, only one of the less supportive high

school principals and one middle school principal appeared to have an increased regard for the program. Small programs, or parts of programs, could function without the principal's visible support. In all but a few cases, however, program staff were unable to carry out large-scale goals unless the principal was actively involved. When the principal withheld his or her support for the dropout prevention program, new ideas were harder to implement, and program activities often lacked a sense of comprehensive impact.

Goals and strategies of the innovation. The ways in which goals for the dropout prevention programs were defined was also a key factor interacting with other variables to affect implementation. Both the original program design, the principal's or facilitator's support for innovation, and staff quality affected the degree of staff involvement in planning the program; these factors were in turn influenced by the degree to which staff members generated and implemented good ideas.

Some schools experimented quite actively with goals and strategies, and their staff members appeared to sustain high enthusiasm about the program. In one middle school, for example, the school principal and staff revised the program's career focus into a version they were committed to, and proceeded to invest much energy in making *their* program work. On the other hand, in schools where staff did not actively help to design the dropout prevention programs, and where goals and strategies were more narrowly construed, staff enthusiasm for the program was lower, even though their commitment to their individual tasks may have

stayed constant. Overall, program requirements were more stringent at the middle school level and staff there perceived more restrictions in what they could do.

At the high school level, the DPP programs encouraged staff involvement in program planning by structuring DPP teams, funding their participation at the Summer Institute, requiring team members to make a commitment not only to the Summer Institute but also to year-round participation, and providing per session funds to those who attended regular DPP meetings. Not all schools were able to maintain a high level of faculty involvement. It appeared to be easier to do when team members had specific responsibilities and were held accountable for them, or when they were highly committed to the changes instituted by DPP. Otherwise, team members had a tendency to stray from the dropout prevention program.

The involvement of community-based organizations in the dropout prevention programs affected the ways in which program goals and strategies were developed. In some cases, CBOs not only experimented with approaches to the specific services they intended to provide, but also complemented and in some cases stimulated schools' own planning efforts. For example, one school utilized its CBO's knowledge of cross-cultural issues to develop special cultural events in the school. Another school was able to plan special outreaches to LTAs because the CBO could offer opportunities to these students that were not otherwise available in the school. On the other hand, in a few cases, school staff expressed a lower engagement with the program

because they could not plan or control the CBO activities which comprised the major part of the program. Individual community-based organizations differed with regard to their role in defining school-wide program goals and strategies. Further, single CBOs behaved differently in individual settings, depending primarily on the quality of CBO-school relations and staff skills.

Program Time-line and Accountability. Compared to the first year of the Dropout Prevention Initiative, when schools and CBOs were under pressure to begin the program and work out kinks so students could receive services, the program's second year appeared to be much less stressful for both schools and CBOs. Over 90 percent of the staff were in place and many activities had begun by September, and the programs could concentrate on maintaining activities, establishing new ones as time permitted. Our assessments of the stages of development of various program activities (discussed above) indicate that in fact most programs were able to deliver services in at least a routine fashion. Constraints were felt most strongly in two areas: funds were not made available on a timely basis, and there was not enough time for staff development or planning new activities.

At both the high school and middle school levels, there was some degree of accountability to the central program managers. The staff of Victor Herbert's office worked with DPP high school principals and coordinators to examine program activities and, loosely at least, student outcomes. The staff of the Office of Student Progress monitored middle school service delivery, and

the Office of Funded Programs monitored CBO contract compliance. Basically, however, the program's performance expectations are year-end goals: increased student attendance over the full year, and increased numbers of courses passed. Program sites were left to develop their own achievement milestones and gauge their progress during the school year. On the one hand, this can be a beneficial policy; programs that have to deliver results too quickly cannot take time to learn what really works best or to teach and reinforce new skills. On the other hand, however, it can encourage inattention to accountability or, more importantly, to the need to develop internal information and monitoring systems.

Some sites, particularly those with involved principals, active program teams, and/or information-processing capability, were able to critically examine program activities against their own standards for success and to make appropriate adjustments. Computerized records of student attendance or cutting, examination of report cards for targeted students, or mini-studies of subsets of the target population were sometimes used. It appeared, however, that most schools did not develop sophisticated ways to keep track of the program, and in some cases did not have the time or inclination to use the information at their disposal. For example, the Office of Student Progress developed record formats that captured in one place a variety of information about student attendance and program participation, and even provided the form in triplicate so schools could have a ready copy for their own use. These records may have been used

by service providers in their work with individual students, but they appear not to have been used extensively (except by OSP monitors themselves) to monitor overall program impact or to make global changes in any aspects of the program in schools.

Structural and/or programmatic innovations place great demands on people in relatively stable institutions such as schools. A strong tendency exists for people to tacitly adopt a change but in fact to redefine it so that little change is really called for. In this way, persons essentially maintain their ability to continue, under a new guise, that which they already know how to do, whether well or poorly. Over the past year, some schools and staff redefined or adapted their dropout prevention programs to fit their own goals or habits. For example, because of their training and experience, the staff of one middle school program were highly oriented toward counseling-related behaviors. They tended to turn every program activity into an opportunity for some kind of counseling or nurturance with students. Even some of the instructional activities that were reported for this program actually took the form of creating a comfortable place for students to come and talk or just relax. Similarly, in schools where the dropout prevention program consisted largely of generating paperwork, it was so in part because paperwork was what staff were good at doing. Programs that focused on developing new organizational structures, such as clusters or mini-schools, typically involved staff people who liked to experiment with organizational designs.

Such adaptations are not necessarily bad; they capitalize on

people's strengths, after all. However, if the adaptations only maintain status quo performances and don't improve outcomes, then real change has not occurred. One challenge for the Dropout Prevention Initiative has been to give schools enough flexibility to adopt strategies which they value and are good at, while forcing them to venture into uncertain territory and learn more effective approaches. Developing accountability standards to ensure that the latter occurs is not a simple task. The ways in which schools work with community-based organizations provides a relevant example. The mere presence of CBO personnel in a school building has been a major innovation over the last two years. Some schools have used the situation as an opportunity to give students completely new experiences in school, from conflict mediation to relatively elaborate kinds of job skills training. In other schools, CBOs are used in much the same way as any school personnel are used -- extra workhands. But so far only a few schools have used CBOs as a catalyst to challenge their standard operations. Encouraging them to do so would need to involve a delicate combination of staff development activities and accountability requirements.

District and Central Board Support. Finally, policies and practices at both the community school district and central Board level had an impact on the second-year implementation of dropout prevention programs.

At the middle school level, the Office of Student Progress sent technical assistants regularly to the middle schools and district offices; these individuals made suggestions for ways

programs could improve their services and comply with guidelines. The Office also developed a packet of reporting forms, some optional and some required, which local personnel could use to monitor program activities and effects. Throughout the year, school personnel continued to find that the amount of record-keeping required by OSP was too burdensome, to the extent that it took priority over service at various times in a number of programs. On the other hand, in the high schools, where relatively little documentation was required, program coordinators still found the task burdensome. Documentation appears to be the Scylla and Charybdis of program implementation: too little makes it impossible to examine the program, while too much interferes with delivering the program. The subjective nature of the assessments of the record-keeping burden are significant. Coordinators and facilitators who appeared more comfortable with management activities and their workloads had fewer complaints about the requirements for documentation and did not allow the task to interfere with other activities. This suggests that the problem may not be simply too many records to maintain, but not enough skill or desire to do the job. One solution might thus be to provide specific staff development activities and on-site support so that facilitators could learn to manage the paperwork. Another solution might be to implement a sampling strategy for record-keeping, requiring it only for selected periods of time. The fact that the facilitator's job can be a full-time assignment next year may also help, although this year's provision of per session pay for facilitators who

spent more time on record-keeping did not seem to reduce the problem, suggesting that the lack of time is probably not the only issue.

The budgetary problems encountered at the middle school level are probably largely due to exigencies typical of the large, decentralized school system. However, two findings are troubling. The first is the low level of awareness on the part of school personnel of why budget problems were happening. This suggests either that the district personnel hired to facilitate the dropout prevention programs were not communicating adequately with the schools' program staff or that the staff were not trained adequately to understand what was going on. Second, in a number of cases it was students, not staff, who were deprived because of budgetary/administrative problems. They didn't receive incentives on a timely basis, or were unable to carry out planned activities, or in one case were not paid student aide money because "it was too much of a hassle." If the intent of the Dropout Prevention Initiative is to provide services to students who are on the verge of leaving school, it is probably crucial to utilize all available resources efficiently to do so.

For reasons that were not made clear to the evaluators, the middle school community-based organizations were not administered through the Office of Student Progress in 1986-87. Although their contractual arrangements were handled more smoothly this year through the newly-formed Office of Collaborative Development and Contract Management, the lack of programmatic support to the CBOs resulted in confusion at the school level. In some cases,

other strengths enabled the schools and CBOs to work well together. But overall, it seems clear that middle school programs would benefit from more integration between school, CBO, and the central Board.

Central program management for the ten DPP high schools was expanded through the addition of new staff members during Year Two. The DPP office continued to support experimentation by individual schools, providing extra resources where possible, keeping program requirements flexible even while increasing their number, structuring opportunities for sharing information and ideas, and encouraging schools to examine program effects on a continual basis in order to make appropriate adjustments.

One account of a problem addressed through the central DPP office briefly illustrates some of the ways in which administrative decisions (or non-decisions) impact on schools and students. The central DPP office spent the first six months of the school year negotiating for a non-school site to house GED classes for DPP students participating in Operation Success, preferably near the FEGS Manhattan center where many of these students spent part of their day in skills training classes. It is probably fair to say that the ensuing delays in resolving the issue were fiscal, territorial, political, and bureaucratic. Whatever their nature, the effect on the four schools involved was that in three of them, students were promised a program that didn't materialize until mid-March; by then, of course, the students had gone elsewhere, to other classes within the school or out of school altogether. One school did conduct a GED class

in "temporary" quarters at the school -- in a small conference room behind the area where teacher mailboxes were located. However genuine the delays were, what the students experienced was simply deprivation of a desired educational opportunity. On the positive side, when the space issue was finally resolved, students were delighted to be able to attend GED classes on the FEGS premises, and presumably these off-site classes will be able to begin right away next September.

Integration of DPP/AIDP Within the School

The variables discussed above affect not only the level of implementation of the dropout prevention programs, but also the degree to which the programs are integrated into schools' overall programs. Integration is reflected in joint goals and activities, communication, and resource sharing occurring between the dropout prevention program, the school, and the community. Specifically, school staff involvement in DPP/AIDP activities and the degree to which the dropout prevention program becomes part of a school's formal and informal agenda are measures of program integration.

Data collected from most sites revealed that a primary factor affecting the integration of dropout prevention programs into the overall school program was the nature and extent of the principal's commitment to and involvement in DPP/AIDP activities. At the middle school level, principal involvement appeared to be higher in Project Connect schools than in the CBO schools. At the high school level, there were no clear patterns of principal

involvement in the three DPP models. Although principal involvement was not unique to the pure CBO high school model, all of the pure CBO high schools showed a high level of principal commitment and involvement in at least some components of the program.

Past history of innovation in dropout prevention appeared to influence how well DPI programs were integrated into the schools. For example, integration of the DPP program into one middle school occurred more readily because the school had used a similar approach earlier. Many elements of the school's original dropout prevention effort (i.e., staffing, a strong guidance component, alternative education programs that included a school store, a chocolate factory, and greenhouse) were transferred into DPP.

The three high schools in the AIDP (pure CBO) model were more likely than the ten DPP high schools to have had dropout prevention efforts in place before the Dropout Prevention Initiative began (in fact, Operation Success had been in one of these schools for a number of years already). In addition, the AIDP programs in these three schools had an academic component that clearly linked them to the school's instructional program. These factors may have contributed to the schools' awareness of and support for the programs.

Parent involvement in most schools was extremely low or nonexistent. Fewer than half of the schools had organized parent groups. In cases where parent involvement in school and DPP programs did occur, even at minimal levels, integration of

DPP/AIDP into the school was enhanced. Once again, the principal often played an active role in program activities where parent involvement occurred. For example, in one high school where the dropout prevention program was well-integrated into the school, the principal conducted parent workshops over an eight week period. The workshops assisted parents in learning about and supporting DPP/AIDP. PTA representatives attended the workshops and long term plans were made to continue parent involvement efforts. In another high school where the principal was highly active and supportive, student report cards were given out at a Parent Advisory Council meeting in an effort to improve parent interest in the DPP and school program. The Council meeting was well attended and the school and DPP staff were given the opportunity to gather names of parents willing to become involved in future school activities and concerns. In contrast, parent involvement efforts that failed in one middle school were attributed to lack of principal support. DPP/AIDP staff reported that the principal discouraged parent involvement in the school.

The schools with community-based organizations tended to be more integrated with neighborhood programs and service agencies. The neighborhood linkages enhanced DPP/AIDP integration into the school by broadening services available to their target pupil populations. At the middle school level, seven of the sample CBO schools reported that several linkages had been formed with neighborhood and city-wide social service and support agencies. In one school district, an extensive amount of integration was said to occur between the school, CBO, and neighborhood programs.

Community health, housing, recreation, employment, and family services were brought into the school as a result of CBO linkage and referral efforts. None of the sample Project Connect schools reported linkages to outside service agencies.

At the high school level, all of the pure CBO schools reported that several community linkages had been established to support program service delivery goals. The other three models (pure systemic, modified CBO, and modified systemic) did not demonstrate as clear a pattern of community linkage.

CHAPTER FOUR

PRELIMINARY ANALYSIS OF MIDDLE SCHOOL MONTHLY SUMMARY OF SERVICE REPORTS FROM NOVEMBER AND FEBRUARY, 1986-87

A central goal of the evaluation is to establish the relationship between students' receipt of services from the Dropout Prevention Program and the students' attendance, grades, attitudes toward school and self, and, ultimately, the likelihood of their persisting in school or dropping out. Toward this end, Teachers College is computerizing a sample of the middle school Monthly Summary of Service Reports (MSSRs), beginning with the reports for November, 1986 and February, 1987. Teachers College will collect the MSSRs for May, 1987, and may collect a sample again next year.

The Office of Student Progress (OSP) created the MSSR, and has subsequently revised it to its present form, for the twin purposes of holding staff accountable for services and reviewing the distribution and effects of services to students in need. In analyzing a sample of these reports ourselves, Teachers College is acknowledging their potential value for program development and research. The specific aim of this chapter is to explore properties of the MSSR data that will come into play in future reports as we attempt to correlate service delivery with student characteristics and outcomes.

The analyses in this Interim Report are based on the November and February reports from all of the program sites, a total of 8004 records. The analyses focus on the distribution of services over various categories of records, rather than on services per individual student. The MSSR forms used in November did not include a space for a student's OSIS number. As the data files includes a number of differences in student names between November and February, due to both changes in enrollment and transcription or keypunching errors, the process of merging these files requires getting information from the schools. When this process is completed, it will be possible to make statements about the services received by all individual students and to correlate the service data with outcome data from the TC survey and OEA. Still, much can be seen from the MSSRs at a category level of analysis.

Content of the MSSR

The MSSR is what its name implies, a monthly summary of service reports. DPP staff at the program sites transfer to this form information from other records they maintain for more specific purposes: school attendance rosters, telephone and mail logs, home visit reports, guidance logs, health folders, trip rosters, etc. The MSSR has been designed so that on looking at the record for an individual student, one can see at a glance an attendance pattern for the month, and how this relates to the distribution of services to the student in several areas:

attendance outreach (including mail, personal phone calls, autodial calls, home visits, conferences with a student's parent, conferences with the student); guidance (individual guidance sessions, group guidance sessions, parent guidance sessions); contacts with health staff; participation in extended day activity; and participation in linkage activity. The MSSR also contains a section noting the occurrence of special events, including a student's entering or leaving the program, health record review, physical examination, vision screening, hearing screening, and suspension.

The MSSR does not include a summary of a student's participation in career education or other DPP alternative education activities or trips during school hours, and Teachers College has not so far collected these. It has become apparent from the preliminary analysis of the MSSRs that these records would be important for understanding the total distribution of DPP staff's contacts with students, and so they will be requested for the three sample months of 1986-87 in the near future.

Who Served Which Students, and Who Completed MSSR Forms

The facilitators in all 29 DPP middle schools are required to turn in to the Office of Student Progress each month an MSSR for each student for whom Board of Education DPP staff are responsible. In the Project Connect (PC) schools, where DPP staff were entirely Board of Education personnel, this was fairly straightforward. Each PC school was expected to enroll 150

students in the program, and thus 150 forms, more or less according to the actual enrollment, were to be submitted to OSP for each month between September and June.

In the schools where Community-Based Organizations (CBOs) were working in the Dropout Prevention Program, the expectation for Board of Education staff was much more ambiguous. For 1986-87, it was agreed that the CBO at each site would serve 100 students, and it was subsequently decided that the BOE staff in the school should be responsible for 50 students. OSP has stated to the evaluators that the 50 students were supposed to be in addition to the 100, but, as indicated in Chapter 3, OSP left open the question of whether and how the BOE and CBO staffs should integrate their services to the students. OSP, in any event, expected the BOE personnel to turn in to OSP MSSRs for each student they served. The CBOs were not required to turn in MSSRs to OSP for the students they served, and instead, Teachers College was asked to collect service data from the CBOs directly. TC negotiated this with the CBOs this past fall, when it was agreed that CBOs would use the OSP MSSR forms, but for just three months, November, February, and May.

Table 4-1 summarizes the number of service logs turned in by the relevant parties in each of the 10 districts, indicates whether the students served by CBO and BOE personnel were the same or different in a given site, and shows if the logs were submitted to OSP or TC directly. In all of the PC districts, the average number of students served in each month ranged between

Table 4-1

Middle School Service Reports Submitted
to the Office of Student Progress or Teachers College
in November and February, 1986-87

Dist	*Provider*	*# of MSSRs in Nov*	*# of MSSRs in Feb*	*BOE & CBO Students the Same?*	*Records to OSP or TC*
3	BOE	210	268	yes	OSP
	CBO	236	261		TC
7	BOE	397	422		OSP
9	BOE	342	296	---	OSP
	CBO	0	0		---
10	BOE	443	433		OSP
14	BOE	428	421		OSP
15	BOE	295	298	yes	OSP
	CBO	*	297		TC
17	BOE	440	429		OSP
19	BOE	301	314	yes	OSP
	CBO	*	*		---
27	BOE	127	112	no	OSP
	CBO	162	171		TC
32	BOE	441	440		TC

** submitted jointly with BOE*

The reports of BOE and CBO staff may not be comparable; see text.

140 and 145. The resolution of the issue of who the CBO and BOE personnel would serve, and how they would report these services, turned out to be different in each CBO district. It can be seen that in District 3, Rheedlen (or its subcontractor, the DOME) and the BOE staff served the same students in each school, averaging about 80 students per school. Rheedlen and the BOE staff reported their services separately, Rheedlen to TC and the BOE staff to OSP. In District 27, approximately 145 students were enrolled each month, but in this case the CBO, FECS, served an average of 85 students in each school, and the BOE staff served different students, an average of 60 in each school. Again, the CBO and the BOE staff turned in their reports to TC and OSP separately.

In District 19, Colony South and BOE staff both served the same students and reported their services jointly, submitting just one MSSR to represent their combined services to each student. The MSSRs were turned in to OSP, who in turn furnished them to TC. About 105 students were served on the average in each school in District 19. In District 15, Good Shepherd and the BOE staff served on average per school about 100 students together. In November, they reported their services jointly, but they switched to reporting their services separately in February, the CBO to TC and the BOE staff to OSP. This change reflected both OSP's desire that the BOE services be more visible, and Good Shepherd's desire that their own service be more visible. Finally, the BOE personnel in District 9 and Touro College set

out to serve the same students, on average about 115 in each of the schools, but the Touro operation did not get off the ground and the BOE staff pulled back to about 100 students on average in the February reports.

OSP Review of Student Documentation for the MSSRs

Assistants from OSP visited the program sites periodically during the 1986-87 school year, and between November and January completed a first 1986-87 AIDP/DPP Site Visit Report. This report inventoried the staff and activities in place for each component of the program. The assistants, or "monitors" as they were known in the schools, examined the documentation of services reported for a 10% sample of students included on the October, 1986 MSSRs, for most of the schools. Teachers College has analyzed the results of this review of documentation. Not surprisingly, the patterns were quite different for Project Connect sites and CBO sites. Among PC schools, documentation less than fully matched the services claimed in four schools spread among three districts; two of the schools were in District 7, where staff shortages clearly hampered program functioning. Documentation did match services in eight schools; and in three schools it actually exceeded services claimed, i. e., not as many services were recorded on the MSSR as were evidenced in other records. In the last instances particularly, what was in question was not whether the services were being performed as much as their not being reflected on the MSSR.

A somewhat different kind of issue that was reflected more in comments on the Site Visit Reports than in the statistics for the 10% sample was the question of which events, or documents one might say, to recognize as counseling and which as school-student or school-parent conferences. As will be noted again in a discussion of the issue below, an effect of the monitoring can be seen in the MSSR tallies for November and February, viz., a reduction in the number of individual guidance sessions claimed, and an increase in the number of school-student conferences reported, in most, though not all, of the PC schools. This shift occurred also in the schools of District 19, where the MSSRs were submitted jointly by BOE and CBO staffs in February as well as November, but not in District 15, where they were submitted jointly in November only,. The shift did not occur in the schools in District 3 or District 27, where the MSSRs were submitted separately in both months.

Among the CBO schools, the most documentation was examined and found to match services claimed in District 19, where the CBO and Board of Education staff records were merged in all areas except Guidance and Counseling. In District 27, the BOE records documented services in all areas for the students served by BOE staff, while the monitors did not examine the records of FEGS staff for the students it was serving separately. In District 15, the BOE records documented services claimed in some areas of Attendance Outreach, but the monitors did not examine Good Shepherd's records in Guidance or some areas of Attendance

Outreach, in this case for the same students that BOE staff served. In District 3, the organization of the BOE staff itself seemed to limit the documentation of services, in addition to the monitors not examining the Rheedlen Foundation's records. Finally, in District 9, BOE staff were not yet fully documenting services that they were taking on as the Tuoro College operation became stalled.

The short-run prospect for being able to correlate MSSR data with student characteristics and outcome data is a modest one. The best chances of obtaining these correlations are likely to occur within individual schools. At the school level of analysis, comparisons will be more valid among Project Connect schools than among CBO schools or between PC and CBO schools. The comparability of the PC and CBO schools will increase in 1987-88 to the extent that OSP takes on the monitoring of CBO MSSRs and mutually acceptable conventions for reporting are adhered to.

It is equally important to observe that OSP's review should have the long-range effect of bringing the MSSRs in line with documentation, and thus should enhance the long-range reliability of the MSSR data--at least to the extent, and this is an important caveat, that the documentation itself does not underestimate or overestimate the services actually given. Several analyses of the November and February MSSR data will be presented here. These will serve more the function of planning our future correlations of these data with outcome data than of

coming to any definitive conclusions at this time.

OSP Technical Assistance to DPP staffs

The OSP Site Visit Reports from November and December, 1986 indicate a variety of recommendations that appear to represent technical assistance given by the OSP Assistants to the BOE staff they were monitoring. Some of the recommendations pertain to more bureaucratic issues, for example, the correct completion of forms, documentation of services, and the like. Other recommendations appear to have been more developmental, for example, those concerning the role of the facilitator and strategies for productive use of the Pupil Personnel Committee. Virtually all of the reports contain recommendations of one kind or another. Teachers College field workers found that in the majority of the schools the OSP Assistants' activities were perceived more as enforcing conformity to standards than as enabling the solution of problems. However, TC has not observed or interviewed the OSP Assistants directly. In addition, we recognize the difficulty of combining the assistance and the monitoring roles, which OSP has had to do in so far as it has not had budget to conduct staff training and development activities more directly.

Services Reported by School in November and February Separately

Table 4-2 displays the total number of services that were reported in each of 10 categories in November and February. The

Table 4-2

Frequency of Services Reported for DPP Middle Schools
on Middle School Service Reports in November and February 1986-1987

	Attendance										Guidance				Other					
	mail & phone		auto dialer		home visit		parent cnf/guid		schl-stdnt confer		indiv. guidance		group guidance		contact health		extended day		linkage activity	
School	Nov	Feb	Nov	Feb	Nov	Feb	Nov	Feb	Nov	Feb	Nov	Feb	Nov	Feb	Nov	Feb	Nov	Feb	Nov	Feb
14	97	224	0	1	66	27	3	7	13	21	5	59	0	21	21	58	291	385	0	0
15	77	158	0	0	22	37	14	1	13	0	0	0	0	0	0	0	0	0	0	0
16*	140	328	0	0	47	110	53	53	25	139	375	878	1	61	12	1	201	479	7	32
17	201	305	3	0	5	12	7	12	28	68	0	79	21	30	0	0	224	158	0	110
18	424	526	0	0	15	23	17	6	2	36	67	41	34	45	71	0	0	0	0	0
19*	161	137	0	0	18	86	16	12	22	8	58	75	10	33	0	8	0	43	0	0
20	86	78	0	0	1	61	28	26	3	15	52	43	32	122	9	68	0	98	0	0
21	168	354	391	254	1	45	6	13	97	217	0	2	0	0	0	0	0	0	0	0
22*	159	617	0	0	7	60	38	54	6	136	50	372	0	76	1	0	12	8	5	0
23*	116	397	596	342	7	9	15	19	9	62	202	258	233	342	0	0	14	82	0	0
24^	54	83	0	0	3	19	0	40	0	2	20	82	0	59	1	15	0	62	0	0
25^	77	110	2	0	1	24	1	8	0	85	14	21	0	50	0	10	0	112	0	49
26*	217	347	0	0	3	8	15	17	31	343	130	336	245	234	46	8	26	19	9	4
27*	141	160	0	0	10	21	21	10	15	92	173	351	0	88	2	14	121	208	14	0
28	62	167	97	0	15	4	7	4	69	54	3	2	0	0	1	35	0	0	35	0
29	98	78	0	0	51	59	64	34	0	236	268	194	133	102	0	3	0	0	1	0
30*	366	243	19	22	12	12	8	8	1	1	131	190	56	137	0	6	0	34	0	0
31	46	356	0	0	23	36	6	11	5	58	0	263	121	239	0	1	0	0	0	33
32*	31	114	0	2	24	127	27	102	13	58	162	697	0	22	3	14	36	89	16	7
33	104	486	0	0	12	50	15	16	13	514	159	108	2	13	1	0	180	200	0	21
34	0	160	0	0	0	0	0	0	0	0	0	0	0	0	0	0	157	0	0	0
35	141	333	0	0	10	38	35	11	88	84	126	67	4	3	0	0	25	225	31	15
36	574	586	53	145	30	32	10	28	2	17	15	45	29	17	0	0	0	0	0	0
37*	96	75	0	0	36	28	31	17	4	12	75	81	119	28	14	5	0	0	0	0
38	16	21	0	0	13	82	20	39	23	0	30	57	11	15	0	0	49	58	0	0
39	119	120	0	0	53	41	23	27	41	18	1	0	0	0	0	0	0	0	0	0
40*	187	257	1	0	19	22	35	25	37	204	190	201	32	41	0	1	63	96	13	7
41^	90	476	0	0	27	99	17	21	0	1	149	650	0	347	2	13	0	109	0	10
42*	203	218	1	30	11	149	6	28	60	84	227	457	0	61	2	7	37	18	0	0
Total	11903		2049		1923		990		3179		8291		3302		456		3952		419	

* CBO schools (excluding District 9 schools)
^ District 9 schools

The reports of BOE and CBO staff may not be comparable; see text.

29 schools have been assigned code numbers. Mail and personal telephone calls have been condensed into one service category, as have school-parent conferences and parent guidance sessions. All of the other service categories from the MSSR are included in the array as reported.

Overall, the most services reported in the two months combined were mail and phone (11903), followed by individual guidance (8291). Considerably lower were extended day (3953), group guidance (3302), school-student conferences (3179), auto dialer (2049), and home visits (1923). Relatively few services were reported as parent conferences/guidance (990), contact with health personnel (456), and participation in linkage activity (419).

The range of service frequencies among the schools in almost every category is striking. The TC evaluation team's familiarity with the circumstances in virtually all of the program sites does help us understand these variations. Auto dialers were not installed in some of the schools, and were inoperative in some schools where they were installed. The whole variety of general factors considered in the implementation analysis presented in Chapters 2 and 3 relate to the different frequencies of services in the different schools. However, little correlation is to be expected, and indeed has been found, between the stage of development scores in Chapter 2 and the frequencies of services data that this chapter reports. In the first place, stage of development is a characterization of program quality, not of the

quantity of services delivered. Secondly, as has already been suggested above, the quantity of services reported by the schools varied as a function of record-keeping and reporting practices, rather than just as a function of the service delivery per se.

Differences in staff availability account for some variations in the services recorded, for example in the District 7 schools where the DPP programs were severely understaffed. These staffs did not have or take the time to document various transactions with individual students that, even if they were casual, some other schools would have recorded as school-student conferences or individual guidance sessions. On the other hand, the BOE staff of one of the District 9 schools, even without the contribution of Touro College, reported many more services than most other, more fully staffed schools.

Just from inspection of Table 4-2 it can be seen that substantially more services were reported in most categories in February than in November, the exceptions being individual student guidance in some schools, parent conferences-guidance, and school linkage. The decreases in guidance in the non-CBO reports are presumably an effect of the monitoring between the two report dates, but increases in other categories, most obviously school-student conferences, might also reflect the influence of OSP's monitoring. The extent of the change in some schools suggests not only an increase in the actual services delivered, but an increase in techniques for documenting, or claiming, service delivery. Just the importance attached to

documenting services seems to have differentiated one school from another, stemming from different priorities given to student contact and record keeping.

School-Student Conferences and Guidance Sessions

A major factor in the frequency of certain services reported is the question of which to call "school-student conferences," and which individual or group "guidance sessions". Officially, guidance and counseling can only be carried out in the schools by a certified or licensed counselor, SAPIS worker, social worker, or the like. In addition, OSP has maintained in discussions with TC that a session ought to have a minimum of 15 to 20 minutes duration to qualify as a guidance session. A CBO which is oriented to counseling as its mission is more likely to classify various kinds of student contacts as guidance sessions, with less concern particularly for the licensure issue. Again, different definitions of guidance are probably involved in the different patterns of BOE and CBO staff's reporting of student guidance sessions. A related issue is involved in the distinction between school-parent conferences and parent guidance, which we do not mean to ignore in condensing these categories for our analysis.

The TC observers have noted great differences among the program sites in their recording of school-student contacts. Some of the schools kept sign-in lists which every student entering the DPP center, whatever it was called in a given school, was expected to sign when s/he came to the room for any

purpose. In at least two PC schools, these seem to have been automatically translated into school-student conferences, and in at least two CBO schools, into individual guidance sessions. The sheer number of these transactions reported for some schools far exceeds the number that could be reasonably viewed as individual conferences or sessions (as they are called on the MSSR), though there might have been this many brief contacts. Alternatively, it might be that an event that was recorded as one kind of service, for example, extended day, was also counted as attendance outreach or guidance, because it was viewed as fulfilling this function as well. In some other schools, by contrast, the number of school-student conferences reported on the MSSR seems to underestimate the amount of contact fulfilling this function.

The OSP monitors' review of documentation did not include documentation for school-student or school-parent conferences, though it did include guidance. OSP has confirmed for us in an interview that they regard the conferences as relatively unimportant, partly because they are aware of the difficulties of defining it. On the other hand, they have included conferences in the MSSR because some school staff thought they were important and wanted these transactions to be recognized even though they did not qualify as guidance services. Our own dilemma is that we see the conferences as potentially important, particularly where they represent an attempt to carry out guidance functions by non-guidance personnel, but that the data on conferences from the

MSSR are least likely to be reliable. Finally, it could still be that within schools the data on school-student conferences and guidance sessions will help differentiate those students who have more contact with DPP staff from those who have less.

Services Reported by BOE and CBO Staffs Separately or Jointly, By District

Table 4-3 tallies the service frequencies by district, and identifies the CBOs which have had contracts with five of these districts. The services have been summed separately from (1) the records submitted to OSP by Board of Education staff, (2) the records submitted to Teachers College by CBO staff, and (3) the records submitted to OSP by BOE and CBO staffs jointly. Again, there are tremendous variations in the frequencies reported, in every category except linkage activities. Regarding first the totals in each category, one or two districts stand out from the others as having reported exceptionally high levels of services. On breaking those down further, however, we find that in only some cases have all the schools in the district contributed substantially to these high tallies. District 17 reported far the highest number of mail and telephone communications, and in fact all three schools in the district ranked at least in the upper half of the schools for these communications. District 3 reported visiting homes the most extensively, and all three schools in the district reported high numbers of home visits. District 3 and District 32 both reported relatively high levels

Table I 3

District Level Analysis of Middle School Service Reports
by Board of Education and Community Based Organization Staff
in November and February 1986-87 Combined

Legend:
1 = BOE Personnel
2 = CBO Personnel
3 = BOE and CBO Personnel jointly
T = Total
-- = Not Applicable

	ATTENDANCE																			
	mail & phone				*auto dialer*				*home visit*				*prnt conf/guid*				*schl stdnt conf*			
	1	2	3	T	1	2	3	T	1	2	3	T	1	2	3	T	1	2	3	T
Dst																				
3[a]	130	904	--	1034	1	32	--	33	10	518	--	528	12	257	--	269	1	378	--	379
7	716	--	--	716	1	--	--	1	152	--	--	152	25	--	--	25	47	--	--	47
9[b]	890	--	--	890	2	0	--	2	173	--	--	173	87	--	--	87	88	--	--	88
10	1570	--	--	1570	3	--	--	3	127	--	--	127	96	--	--	96	795	--	--	795
11	1020	--	--	1020	712	--	--	742	156	--	--	156	79	--	--	79	196	--	--	196
15[c]	418	616	487	1521	0	0	1	1	41	62	36	139	34	55	94	183	105	321	58	484
17	2512	--	--	2512	198	--	--	198	159	--	--	159	78	--	--	78	120	--	--	120
19[d]	--	--	1078	1078	--	--	41	41	--	--	192	192	95	--	--	95	--	--	48	48
27[e]	175	902	--	1077	515	423	--	938	11	16	--	27	34	32	--	66	115	330	--	445
32	378	--	--	378	0	--	--	0	267	--	--	267	211	--	--	211	277	--	--	277

[a] CBO is Rheedlen Foundation, subcontracted to DOME in two middle schools.

[b] CBO was Touro College until February when contract was terminated. Touro did not submit MSSRs for November to Teachers College and delivered few services to students during this month.

[c] CBO is Good Shepherd Services. CBO and BOE staff reported services jointly in November and separately in February.

[d] CBO is Colony South Brooklyn Houses. CBO and BOE staff reported services jointly in both November and February.

[e] CBO is Federation Employment Guidance Services.

The reports of BOE and CBO staff may not be comparable; see text.

Table 1 3 continued

District Level Analysis of Middle School Service Reports
by Board of Education and Community Based Organization Staff
in November and February 1986 87 combined

Legend:
1 = BOE Personnel
2 = CBO Personnel
3 = BOE and CBO Personnel jointly
T = Total
-- = Not Applicable

	GUIDANCE								OTHER											
	indiv guid				*group guid*				*health*				*extended day*				*linkage*			
	1	2	3	T	1	2	3	T	1	2	3	T	1	2	3	T	1	2	3	T
Dst																				
3[a]	138	2658	--	2796	106	42	--	148	17	22	--	39	1	889	--	890	16	46	--	62
7	64	--	--	64	21	--	--	21	79	--	--	79	836	--	--	836	0	--	--	0
9[b]	936	--	--	936	456	--	--	456	11	--	--	41	283	--	--	283	59	--	--	59
10	539	--	--	539	103	--	--	103	1	--	--	1	1012	--	--	1012	177	--	--	177
14	8	--	--	8	0	--	--	0	36	--	--	36	0	--	--	0	35	--	--	35
15[c]	364	560	413	1337	82	123	32	237	8	10	3	21	132	180	196	508	0	7	32	39
17	431	--	--	431	485	--	--	185	72	--	--	72	0	--	--	0	33	--	--	33
19[d]	610	--	--	610	--	--	383	383	--	--	33	33	--	--	77	77	-	--	0	0
27[e]	427	499	--	926	464	590	--	1054	8	46	--	54	1	140	--	141	4	9	--	13
32	644	--	--	644	415	--	--	415	80	--	--	80	205	--	--	205	1	--	--	1

[a] CBO is Rheedlen Foundation, subcontracted to DOME in two middle schools.

[b] CBO was Touro College until February when contract was terminated. Touro did not submit MSSRs for November to Teachers College and delivered few services to students during this month.

[c] CBO is Good Shepherd Services. CBO and BOE staff reported services jointly in November and separately in February.

[d] CBO is Colony South Brooklyn Houses. CBO and BOE staff reported services jointly in both November and February.

[e] CBO is Federation Employment Guidance Services.

[3] The reports of BOE and CBO staff may not be comparable; see text.

of school-parent conferences, and in each case all three of the district schools were in the upper half of the distribution for schools. Both District 3 and District 15 reported high levels of individual guidance. The two schools in District 27 reported frequent use of group guidance, and all three schools in District 10 reported relatively high use of the extended day.

These relatively high tallies for all the schools of a district represent district or CBO priorities and shared practices. In Districts 10, 17, and 32, all services are provided by Board of Education Staff, so the salience might reflect policies of the districts as such. From our observations, however, we would attribute the high frequency of extended day activities in District 10 as much to the initiative and collaboration of the facilitators in the schools as to the support they have additionally received from the district. In District 3, most of the services in the categories for which there wre exceptionally high tallies were reported by the CBO. In District 15 and in District 27, both Board of Education and CBO staff contributed to the high frequencies of services reported in the indicated categories. As noted before, the BOE and CBO staffs worked closely together in District 15, serving the same students and in November reporting their services together. The staffs worked relatively separately in the District 27 schools, but a more subtle mutual influence may have been involved.

We do not intend by this analysis to stimulate a contest to

attain the highest numbers of services in one or another category. It may be that some balance or equal distribution of effort among various types of service is more effective than investing the most in a few. Further, there has got to be some trade-off involved in these investments. Indeed, one reason for our skepticism about certain of the numbers is that it seems unlikely that staff could be simultaneously involved in activities that resulted in very high frequencies of, say, both home visiting and individual student conferences or guidance, as in the Rheedlen reports from District 3. The analyses here, then, are meant to point to issues that can be explored more extensively in the data already obtained and in further cooperation with DPP school and CBO staffs.

Comparison of Services Reported for the Project Connect and CBO Models

Figures 4-1 and 4-2 display the relative frequencies of the services reported for the schools in the two models, Project Connect and CBO. The District 9 schools have been omitted from this comparison. The frequencies have been adjusted to reflect an average per school, by dividing the total number of services reported in each category for all 15 PC schools by 15, and the corresponding number in each category for the 11 CBO schools by 11. For the CBO schools, the figures indicate the proportions of services reported by BOE staff, by CBO staff, and by BOE and CBO staff jointly.

Figure 1-1

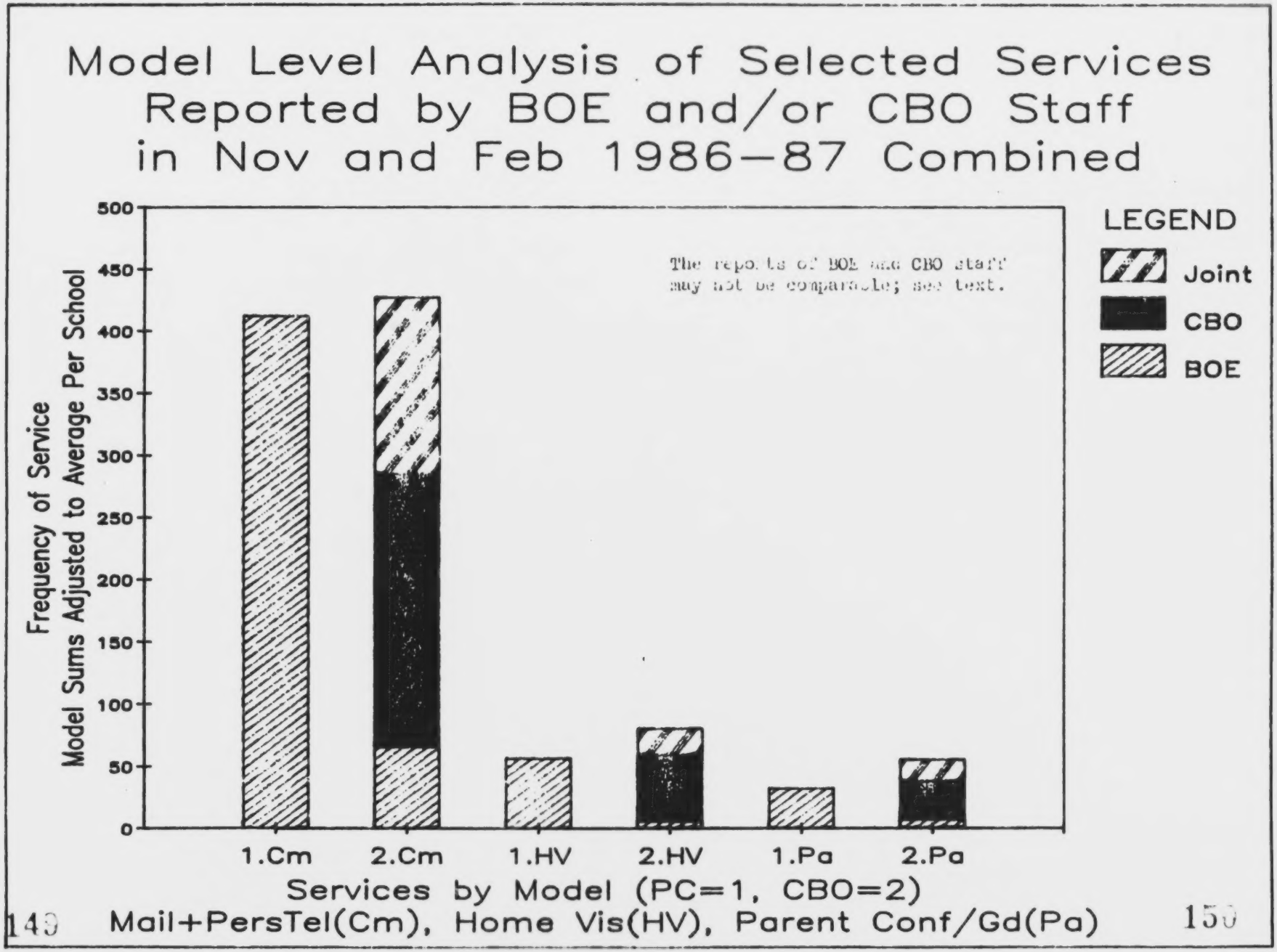
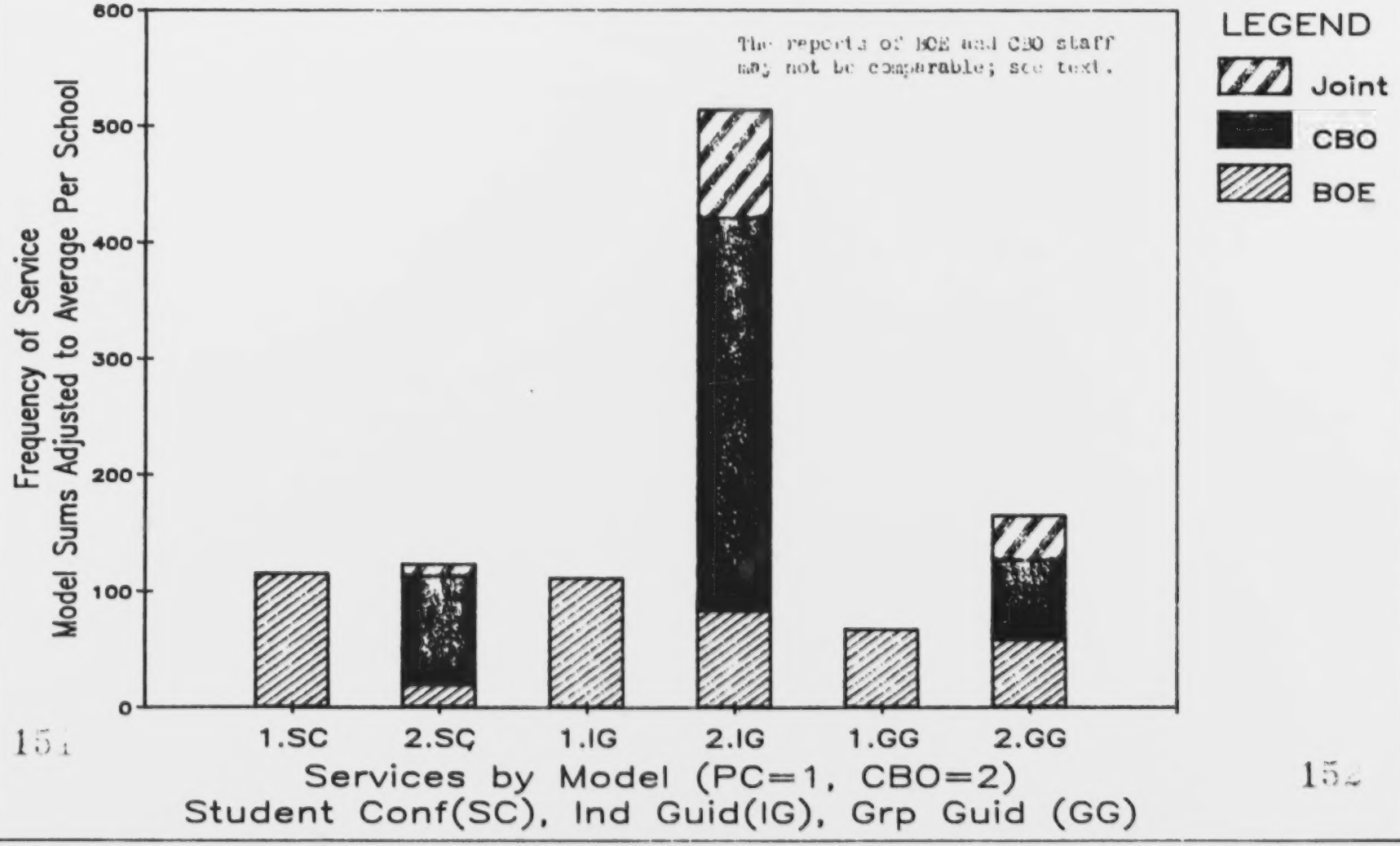

Model Level Analysis of Selected Services
Reported by BOE and/or CBO Staff
in Nov and Feb 1986–87 Combined
LEGEND
Joint
CBO
BOE
The reports of BOE and CBO staff may not be comparable; see text.
Frequency of Service
Model Sums Adjusted to Average Per School
500
450
400
350
300
250
200
150
100
50
0
1.Cm
2.Cm
1.HV
2.HV
1.Pa
2.Pa
Services by Model (PC=1, CBO=2)
Mail+PersTel(Cm), Home Vis(HV), Parent Conf/Gd(Pa)

Figure 4-7

Model Level Analysis of Selected Services Reported by BOE and/or CBO Staff in Nov and Feb 1986–87 Combined



Slightly more services were reported for the CBO schools than for the PC schools in all categories except Individual and Group Student Guidance, where the CBO schools reported substantially higher frequencies. These higher frequencies, moreover, were spread over fewer students, since the average number of targeted students for the CBO schools overall was closer to 100 than to 150. It must be remembered, however, that CBO records were not monitored by OSP as BOE records were, so that the same documentation guidelines were not applied to the two sets of schools.

The Project Connect schools include schools from District 14, where no guidance personnel were hired for DPP staffs in 1986-87, and District 7, where family assistants had been trained for SAPIS work but did not receive SAPIS appointments until the middle of the year. From the standpoint of looking at the effects of the PC and CBO models, it could be argued that not hiring guidance personnel is a risk that might be associated with one or the other model, and so all schools assigned to the model should be included in the analysis. However, it might also make sense to look at schools that more nearly represent implementation of the model, and for this purpose the District 7 and District 14 schools would not be included. By the same reasoning, District 9 schools have been excluded from the model comparisons already, and for the specific purpose of a comparison of guidance services in PC and CBO schools, we will now exclude District 3, the Rheedlen figures being misleadingly high in the

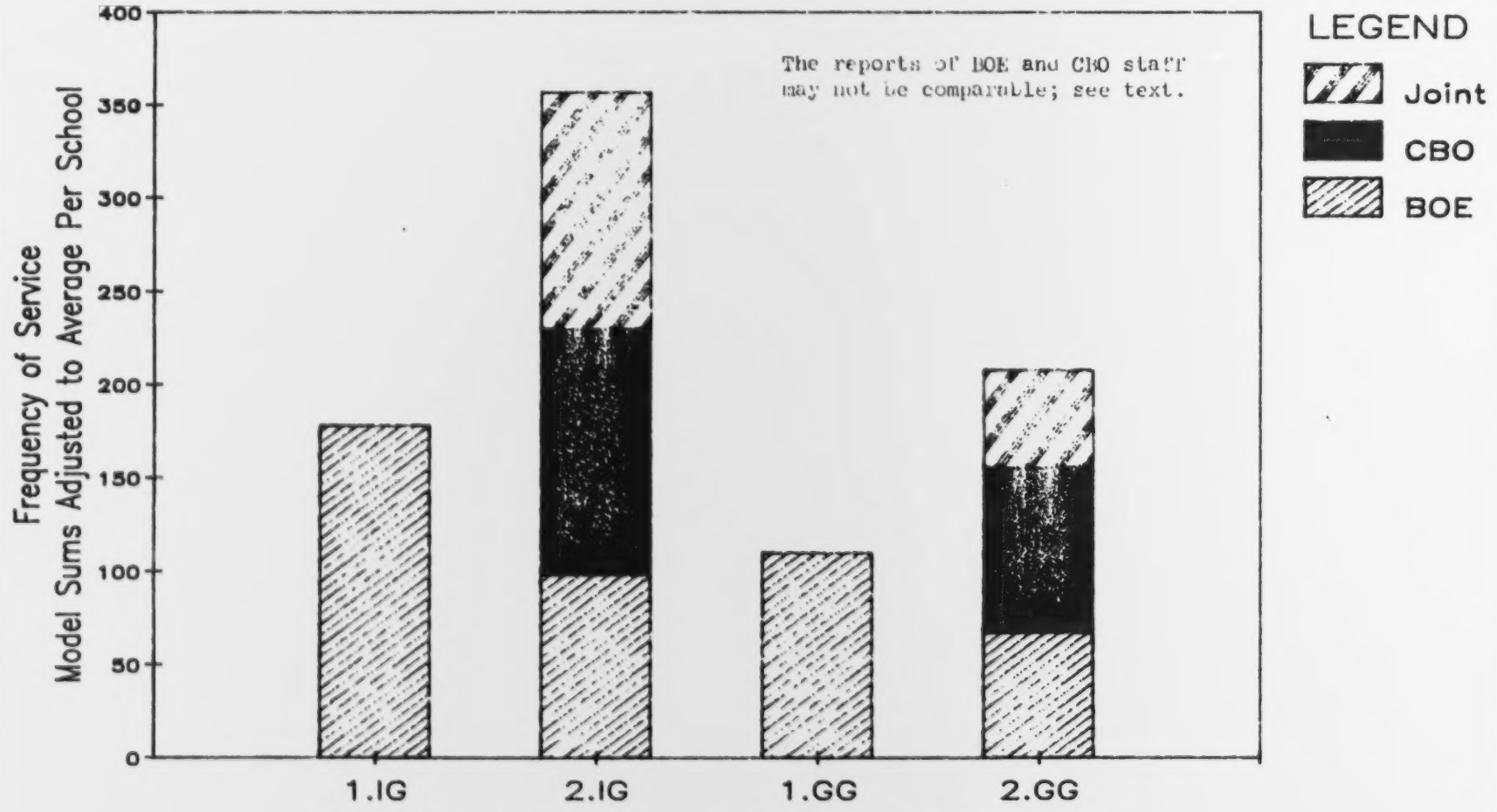
guidance categories. Figure 4-2A shows the average number of individual and group guidance sessions reported respectively for the 9 Project Connect schools of Districts 10, 17, and 32, and the 8 CBO schools of Districts 15, 19, and 27. The PC schools averaged a total of 179 individual guidance sessions reported per school in November and February combined, while the CBO schools averaged 359 sessions per school. Similarly, the PC schools averaged 111 students reported having group guidance sessions, and the CBO schools 209 students in group guidance. The guidance sessions in the CBO schools are shown to have emanated from BOE, CBO, and joint BOE-and-CBO staff in different proportions. As would be expected, the guidance services from BOE staff rise, and those from CBO staff fall, in this smaller set of schools compared with the larger set compared in Figure 4-2. Still, the guidance services reported for the CBO schools virtually double those reported for the PC schools, and one is left wondering how much of this might be attributed to differences in categorizing services as guidance and how much to differences in the actual delivery of services in schools of the two models.

Levels of Student Conference and Guidance Contacts Reported for the PC and CBO Model Schools

A question that is emerging as very important to answer in both the middle schools and the high schools is what proportions of students receive different levels of service from the different service providers. As was indicated at the outset, we

Figure 4-2A

Guidance Services in Selected Schools Reported by BOE and/or CBO Staff in Nov and Feb 1986–87 Combined



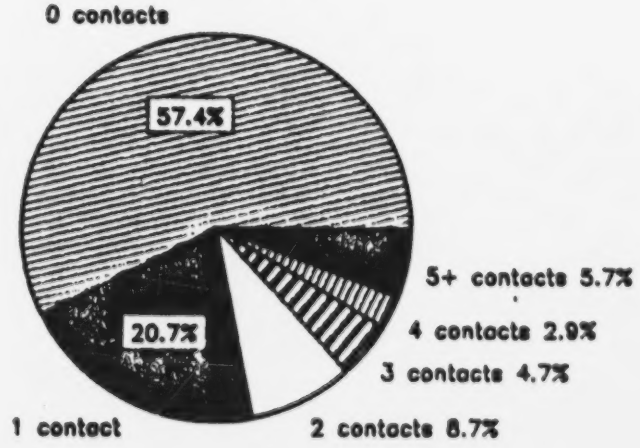
have not yet completed the merger of the November and February service reports that would allow us to address this question precisely. We have explored the question, however, in a more general way. A few findings are reported here just to indicate the direction of our thinking, and to anticipate the line of inquiry that subsequent analyses will pursue more thoroughly.

All of the discussion that follows concerns a measure, 'student conference/guidance contacts', for which we summed the frequencies of school-student conference, individual student guidance session, and group guidance session, for each MSSR record. We do not mean to ignore the potential distinction between attendance conference and guidance, and we are fully aware of the inflation of both school-student conferences and guidance sessions in certain situations. Our intent is to show the technical possibility of getting a picture of the distribution of guidance or conference contacts across the records reported by different service providers.

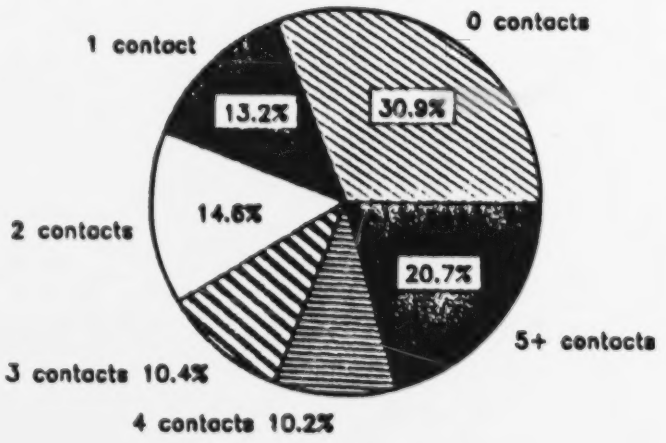
Figure 4-3 shows the proportions of records reporting different levels of conference/guidance contacts, from zero contacts during the two months combined, to five or more contacts during this time. The proportions are displayed separately for the Project Connect and the CBO schools (again not including the District 9 schools). Concentrating just on the extremes of the distribution, in the PC schools zero contacts were reported on 57.4% of the records, and five or more contacts were reported on 5.7% In the CBO schools, the corresponding proportions were

Figure 4-3

Levels of Individual or Group Conference and Guidance Contacts (Summed) Reported for Models in Nov and Feb 1986–87 Combined



Project Connect

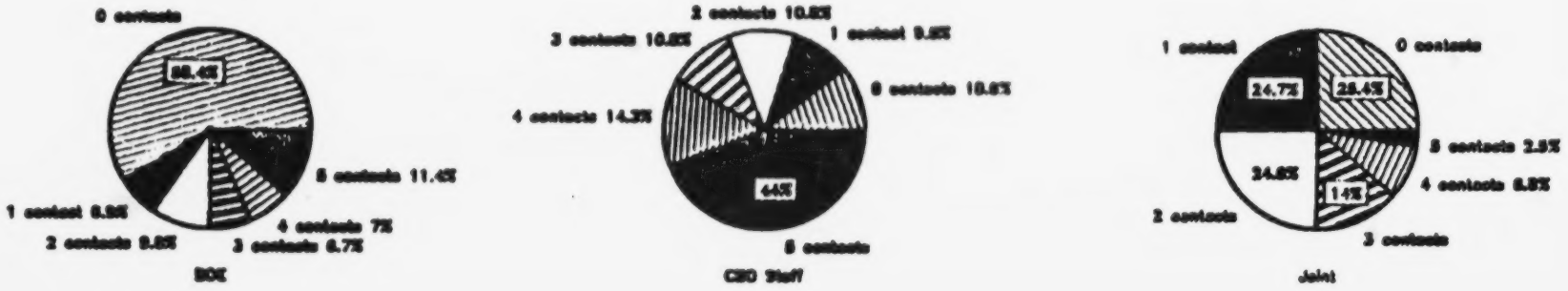


CBO

The reports of SOE and CBC staff may not be comparable; see text.

Figure 6-1

Levels of Individual or Group Student Conference and Guidance Contacts (Summed) Reported by BOE and CBO Staff in CBO Model Schools



The reports of BOE and CBO staff may not be comparable; see text.

30.9% for zero contacts and 20.7% for five or more contacts.

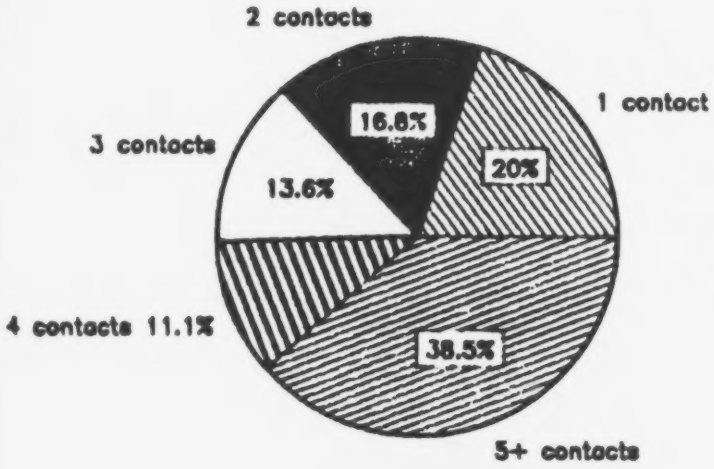
Figure 4-4 breaks down the CBO schools according to the source of the MSSRs. If the provider was the BOE staff, 58.4% of the records indicated zero contacts and 11.4% showed five or more. When the provider was the CBO staff, 10.6% of the records reported zero contacts and 44.0% reported 5 or more. Finally, when the BOE and staff reported their services jointly, 25.4% of the records showed zero contacts and 2.5% showed a total of five or more.

From these figures one would infer that the effect of CBO staff's reporting more guidance or conference services than PC staff, or BOE staff, was both to reduce the number of students receiving no such services and to increase the number receiving higher frequencies of services. Of course, within the CBO schools the division of labor might have called for the CBOs to deliver more guidance-related services than BOE staff. Interestingly, when the BOE and CBO staffs reported services jointly, the number of records showing no services was in the range that one would expect from combining their reports, but the number indicating five or more services was the least in all of these reporting categories. There may have been less inflation of services to students already reported to be receiving services when the reports were submitted jointly.

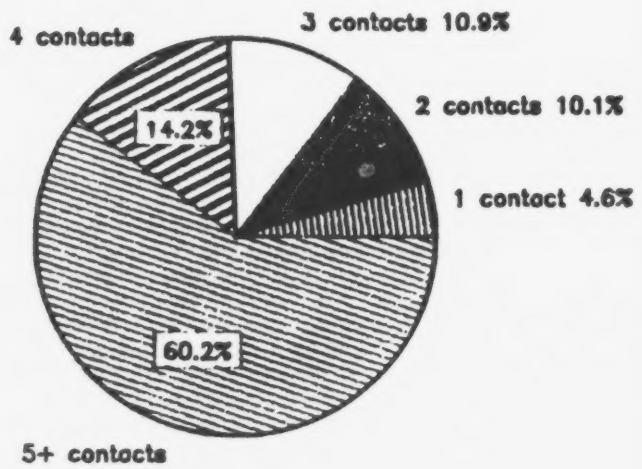
Figures 4-5 and 4-6 examine the last observation more specifically. These figures display the proportions of conference/guidance services that were accounted for by the

Figure 4-2

Frequencies of Individual or Group Conference and Guidance Contacts (Summed) at Different Levels Reported for Models in Nov and Feb 1986–87 Combined



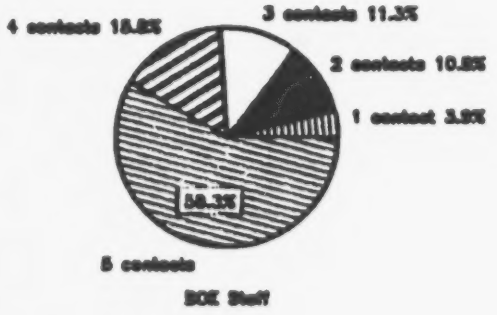
Project Connect

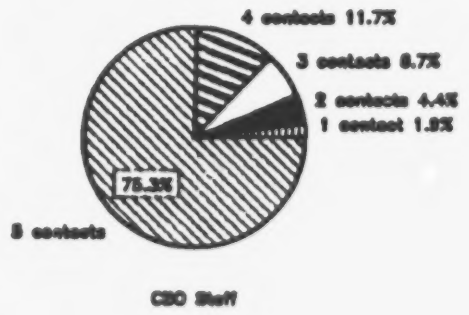


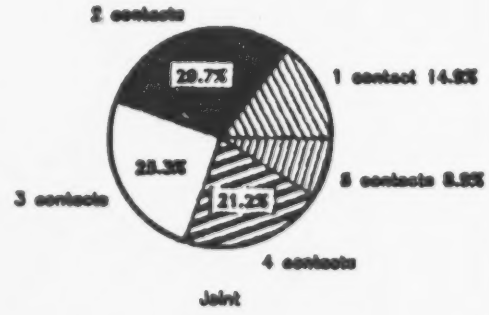
CBO

The reports of BCL and CBO staff may not be comparable; see text.

Proportions of Individual or Group Conference and Guidance Contacts (Summed) at Different Levels Reported by BOE and CBO Staff in CBO Model Schools







The reports of BOE and CBO staff may not be comparable; see text.

students with zero to five plus services recorded. Of the 4445 conference/guidance contacts altogether in the PC records for November and February, 1712, or 38.5%, were contained on those records that showed five or more contacts, i.e., on just 5.7% of the records. Of the 8847 guidance contacts reported by all providers for the CBO schools, 5328, or 60.2% occurred on those records that showed five or more contacts, but in this case 20.7% of all the records. Figure 4-6 shows the proportions for the different providers within the CBO model.

Obviously, the exact shape and import of these patterns will not be clear until subsequent analyses have been done with more complete and, we hope, more valid data. These data will include not only the May MSSRs, but, possibly, career education attendance records, as well as outcome data. It might be, particularly in some of the PC schools, that contact is maintained with some students more through alternative education than through attendance outreach or guidance as such. The major function of the analyses that we have reported here is to demonstrate the kinds of analysis that will be possible with the data we receive.

The MSSR in 1987-88

OSP has informed TC that it will be monitoring CBO records next year, and that it will meet with representatives of the CBOs to establish agreements on what kinds of contacts to record as guidance or attendance outreach. Such an arrangement would

obviously strengthen the comparability of the MSSR data across the PC and the CBO sites, as well as furthering OSP's aim of holding staff accountable for services to students. Teachers College sees a real dilemma, however, between these advantages of the MSSR and the possibility that program quotas will supercede the needs of students and staff, or that numbers will be produced for numbers' sakes. In one form or another, this possibility was reiterated at many school sites this year. What Teachers College rarely observed this past year was the use of the MSSRs <u>within schools</u> to monitor the distribution of DPP services to students with different needs and to identify areas of service needing development or change. OSP has gotten the facilitator's position changed from .4 time to full time for 1987-88, with the intention that documentation and paperwork not occur at the expense of program development and service to students. It may be that the technical assistance offered to the schools by the OSP Assistants will include a larger proportion of developmental and problem solving actions than appeared to be the case at least in the first half of 1986-87. OSP anticipates computerizing the MSSR data this coming year so as to enable feedback of patterns in the data to DPP staffs. If all of these steps are taken, the MSSR should become more integral to DPP staffs' internal planning. The potential value of the MSSR for the monitoring of services to students and for program development is very clear. However, if the MSSR continues to be perceived as burdensome to DPP staffs, then we will recommend its being completed on a more periodic

basis, and its being used during intervening times to examine more in depth how staff have been and might be dealing with various needs and problems.

CHAPTER 5

ANALYSIS OF 1985-86 DROPOUTS

This section describes the number and characteristics of students enrolled in DPI (Dropout Prevention Initiative) programs who were discharged as dropouts in the 1985-86 school year. Separate analyses are reported for middle schools and high schools.

We use the phrasing "discharged as dropouts" throughout this section to emphasize the fact that a dropout discharge is an administrative decision. Students who are not attending school can be discharged for a variety of reasons, including admission to other approved schools, removal from New York City, being over 17 and entering military service, or obtaining an employment certificate, to name but a few. Some of the many possible codes assigned to the students who are discharged are classified as dropout codes, but most are not. More specifically, the dropouts codes for students are the following:

02 -- Obtained employment certificate (the only code that can be used for employment of a student under 17)

12 -- Not found by the attendance teacher (the only other code that can be used for a student under 17)

07 -- Admitted to business or trade school

31 -- Enrolled in Auxiliary Services for the high schools (for a Board of Education GED program). If the student is admitted, the code is changed and the student is not classified as a dropout at the end of

the year

32 -- Enrolled in an Outreach Center (same policy as for code 31)

34 -- Enrolled in a vocational training program, such as Job Corps, OVR, sheltered workshop, and the like

35 -- Entered military service

39 -- Over 17, not elsewhere classified. Can be for any of the following reasons: pregnancy, student refuses to attend, mother signs out, child care, has a job, or no response to letter

Students are not discharged as dropouts if they have been discharged to any of a variety of institutions or organizations that have educational programs leading to a GED or regular school diploma. These can include the following:

00 -- Admitted to other N.Y.C. public school (including all Board of Education schools, and programs maintained by the Board of Education in N.Y.C. jails)

06 -- Admitted to parochial school

08 -- Admitted to private school

10 -- In non-Board of Education institution (e.g., upstate jail, hospital)

17 -- Home instruction (Board of Education)

33 -- Enrolled in a N.Y.C. Public Evening High School to continue work toward a High School Diploma

36 -- Enrolled in a full-time High School Equivalency program other than in Auxiliary Services

Nor are students discharged as dropouts if they have received an

approved high school diploma. These include:

01 -- Received Day High School Diploma (not a Certificate or H.S. IEP Diploma). Code is often used for summer school graduates

30 -- Received New York State High School Equivalency Diploma

If a student has moved to a location outside of New York City, this does not count as a dropout discharge provided that a complete address has been established for the student in the new location. If a student is discharged to a vocational or occupational training program that does not have a degree-oriented educational program, the student's discharge code is a dropout code.

From all of this, it can be seen that the relative success of different schools in arranging discharges of student to organizations with educational programs is likely to be an important factor in how many students become classified as discharged as dropouts. This possibility will be examined specifically in analyses for a future report. For the present, it can be appreciated that the ingenuity, tenacity and industry of school personnel responsible for assigning these discharge codes all combine to determine the accuracy of the codes. It is important always to keep in mind that the process by which students are discharged as dropouts is a social process, constrained by the limits of school organization and available resources.

Middle schools

Only a tiny fraction of DPI middle school students were discharged as dropouts in the 1985-86 school year. Of the more than 4,000 students enrolled in middle school DPI programs, only 59 were discharged as dropouts in the 1985-86 school year. This represents just 1.2% of the middle school target population.

These 59 students were distributed across the 29 DPI middle schools. In five middle schools, no DPI enrollees were discharged as dropouts, and in 11 others just one DPI student was discharged as a dropout. In only three of the 29 middle schools were five or more DPI students discharged as dropouts; of these, only one school discharged as many as ten DPI students (out of 185) as dropouts.

Thus, the proportion of DPI students discharged as dropouts varied from a low of 0%, in five schools, to a high of 5.4%. This proportion varied significantly across DPI middle schools. Even the highest proportion, though, is not than much greater than the lowest. It would be risky to draw conclusions about school-to-school differences based on a relatively rare event such as middle school dropout discharges.

Moreover, because the incidence of middle school dropout discharges is so rare, even among high risk youth, there is little point in analyzing the characteristics of the 59 DPI middle school students discharged as dropouts, or comparing them to the characteristics of the more than 4,000 DPI middle school enrollees who were not discharged as dropouts. The situation is

different in the high schools, where the incidence of dropout discharges is much greater.

High schools

More than one in six targeted DPI high school students was discharged as a dropout in 1985-86. Of the more than 6,000 students participating in DPI programs, about 1,100 were discharged as dropouts, representing 17.2% of the target group. Students targeted for DPI services were much more likely to be discharged as dropouts than other high school students.

Overall, about eight to nine percent of all high school students in New York City were discharged as dropouts in the 1985-86 school year (this figure, and the others in this section, refer to the sum of both first-time and previous dropouts. The figures reported in the Board's 1985-86 Dropout Report refer primarily to first-time dropouts). Students in DPI programs were more than twice as likely, on average, to be discharged as dropouts than other high school students. This is not surprising, since DPI participants were at much greater risk of dropping out than their non-targeted peers, according to their previous histories of attendance and academic performance.

An analysis examining differences across high schools and grade levels in the risk of being discharged as a dropout yielded several interesting findings. First, there are statistically significant differences across schools in the likelihood that DPI participants were discharged as dropouts in the 1985-86 school year. Second, once school-to-school differences in dropout

statistics are accounted for, there are no differences across grade levels in the chance of DPI participants being discharged as dropouts. Third, there is a school-by-grade interaction, which means that the relative rankings of schools varies depending on whether one is considering ninth graders or tenth graders.

Figure 5-1 shows the proportion of targeted students discharged as dropouts during the 1985-86 school year, separately for each high school. The schools are arranged from lowest to highest, with School 12, the school with the lowest proportion of dropout discharges, on the left, and School 10, the school with the highest proportion of dropout discharges, on the right. The proportions range from 4.9%, in School 12, to 28.3%, in School 10. Most are in the 18% to 22% range. Only three of the 13 high schools have proportions below 15%. In contrast, in five schools the proportion of targeted DPI students discharged as dropouts exceeded 20%, but only in School 12 did it exceed 25%. Thus, three high schools discharged a relatively low proportion of targeted DPI students as dropouts, while one high school discharged a notably high proportion of targeted youth as dropouts.

As was noted above, though, the rankings of the schools differ depending on whether ninth grade students or tenth grade students are considered. Although the overall proportion of targeted ninth grade students discharged as dropouts is almost exactly the same as the proportion of tenth graders discharged as dropouts, the schools with the highest proportions among ninth

Figure 5-1

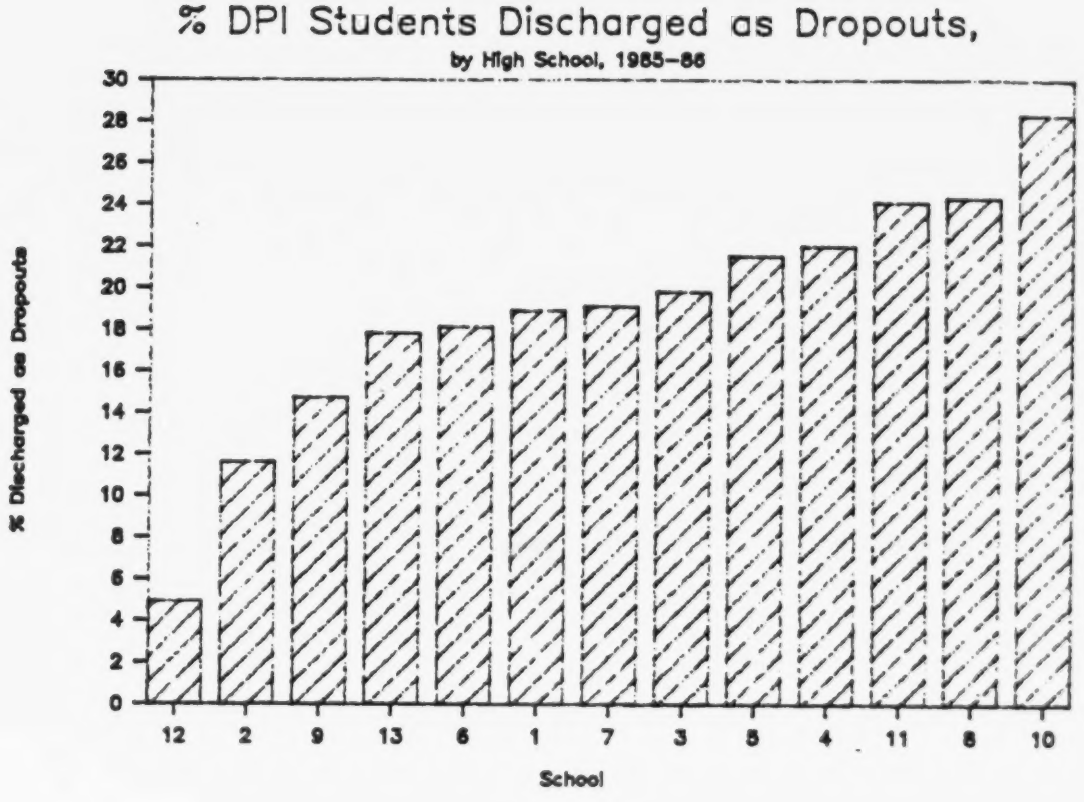
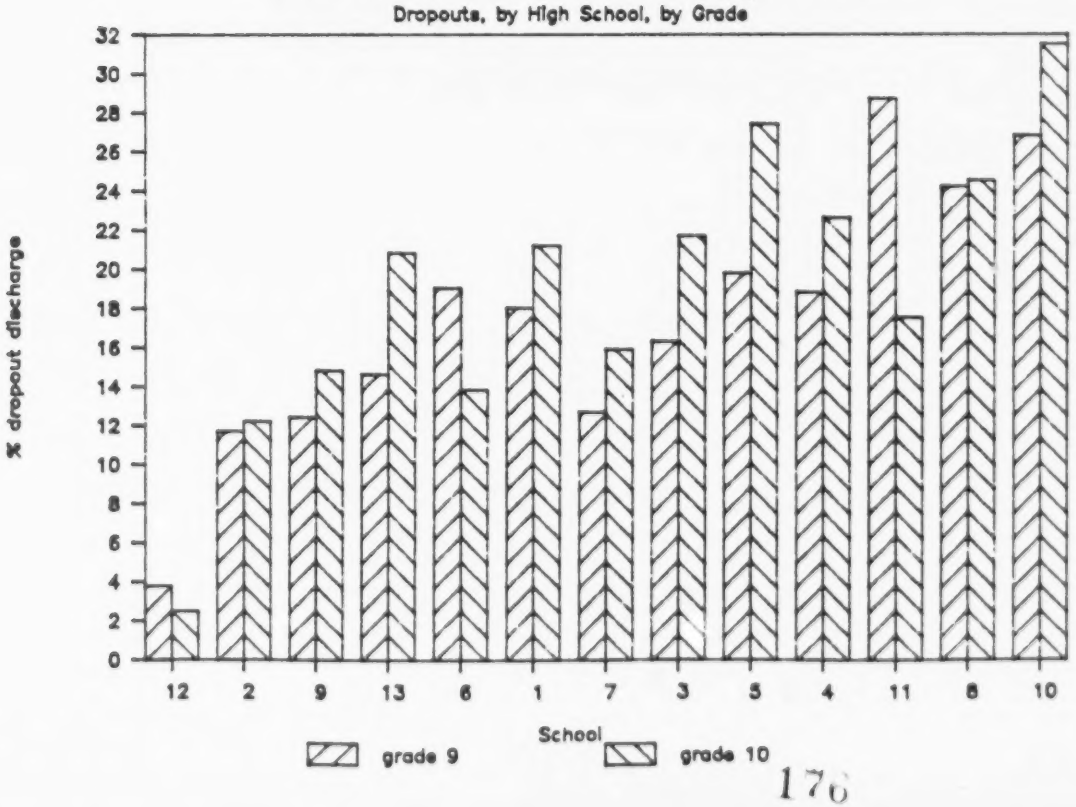


Figure 5-2



graders are not necessarily the schools with the highest proportions among tenth graders.

Figure 5-2 shows the proportion of targeted students discharged as dropouts in each school, separately for ninth graders and tenth graders. In five of the 13 high schools, the proportion of ninth graders discharged as dropouts differed by five or more percentage points from the proportion of tenth graders discharged as dropouts. There also is just as much variability across schools when ninth graders are considered separately as when tenth graders are examined.

Characteristics of DPI Participants Discharged as Dropouts

A considerable amount of research has attempted to relate student characteristics to their likelihood of dropping out of school. This line of research has focused on measurable attributes of students like their social backgrounds, academic performance, attitudes toward school, and out-of-school activities. Factors such as a student's age, grades in school, and previous attendance history are correlated with the likelihood of dropping out of school.

A criticism of this type of research is that it typically has studied very heterogeneous populations, where there are large numbers of students with very low risks of dropping out of school. For instance, the finding that the chance of dropping out of an academic curriculum program is much smaller than the corresponding risk of dropping out of a general curriculum program is not very useful, because the academic track is thought

to house a relatively small number of academically talented students, who have a low risk of dropping out. Put differently, the low dropout rate in the academic track tells us little about why so many students from vocational and general tracks drop out of school.

The target population in the DPI programs is much more homogeneous than is a national sample of high school students, or even a random sample of New York City high school students. These students have been selected because they have been deemed at risk, primarily on the basis of prior school attendance and achievement patterns. The range of student characteristics in the target population thus is less diverse than would be the case among unselected high school students. Most DPI targets, presumably, have poor prior attendance and course performance, and are more likely to be overage or reading two years below grade level than a representative sample of New York City high school students.

Because of this homogeneity, it is at least possible that the student characteristics traditionally related to the likelihood of dropping out will turn out to be relatively unimportant in identifying DPI targeted students discharged as dropouts. This next section tests this possibility, by examining whether factors such as student age, attendance, grades and test scores discriminate between those DPI targeted students who are discharged as dropouts, and those who are not.

Age. DPI targeted students who were older than their peers were more likely to be discharged as dropouts than younger DPI

students. Figure 5-3 shows the risk of being discharged as a dropout for targeted students of various ages. Among the 1,200 DPI high school students who were 15 years old or younger, only 1.5% were discharged as dropouts. In contrast, among a similar number of DPI students who were 18 years old or older, 28.2% were discharged as dropouts.

Attendance. Even with the slightly restricted range in previous attendance patterns, targeted students with worse prior attendance were more likely to be discharged as dropouts than targeted students with better previous attendance histories. Figure 5-4 shows the likelihood of being discharged as a dropout for three categories of attendance prior to program entry: students whose attendance was 40% or less, those whose average attendance was 41% to 70%, and those students whose prior attendance record was 71% or greater. The pattern is quite clear. The better the attendance prior to program entry, the lower the likelihood that a targeted student would be discharged as a dropout. Students with attendance of 41% to 70% prior to program entry were twice as likely to be discharged as dropouts as were students with prior attendance above 70%. Even more striking, targeted students whose prior attendance was below 40% were three times as likely to be discharged as dropouts than students with previous attendance over 70%.

Course performance. DPI students who passed more courses, on average, than other targeted students were considerably less likely to be discharged as dropouts. Figure 5-5 displays the risk of being discharged as a dropout for students who had passed

Figure 5-3

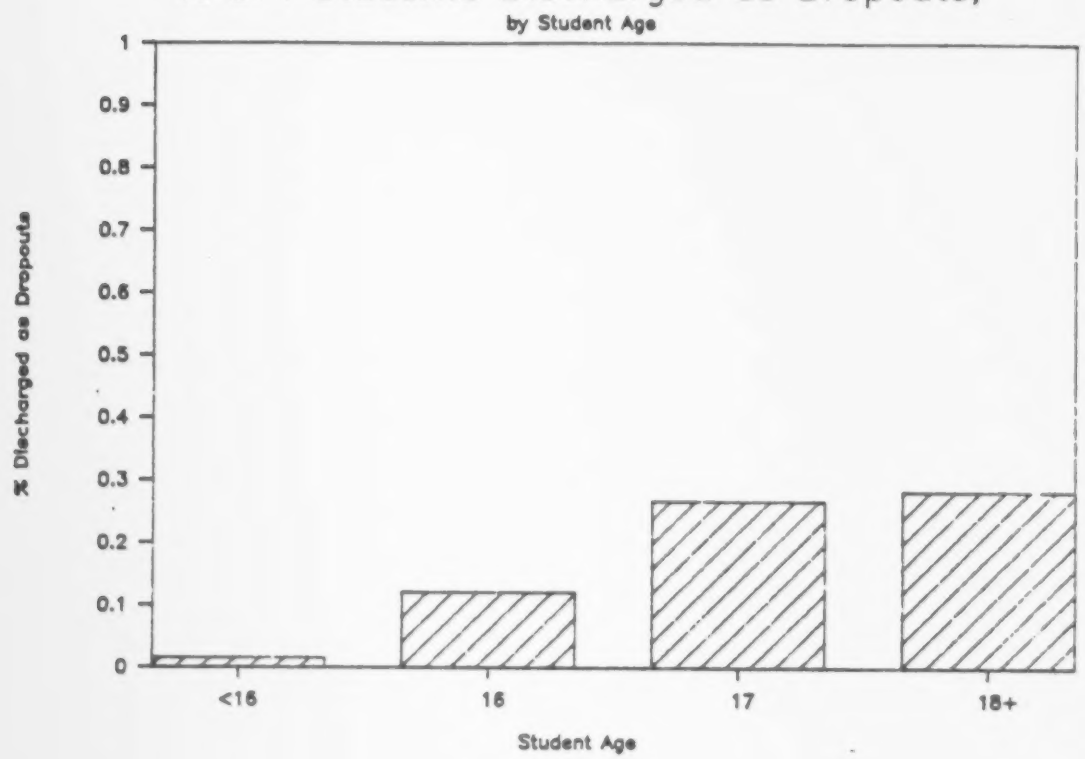


Figure 5-4

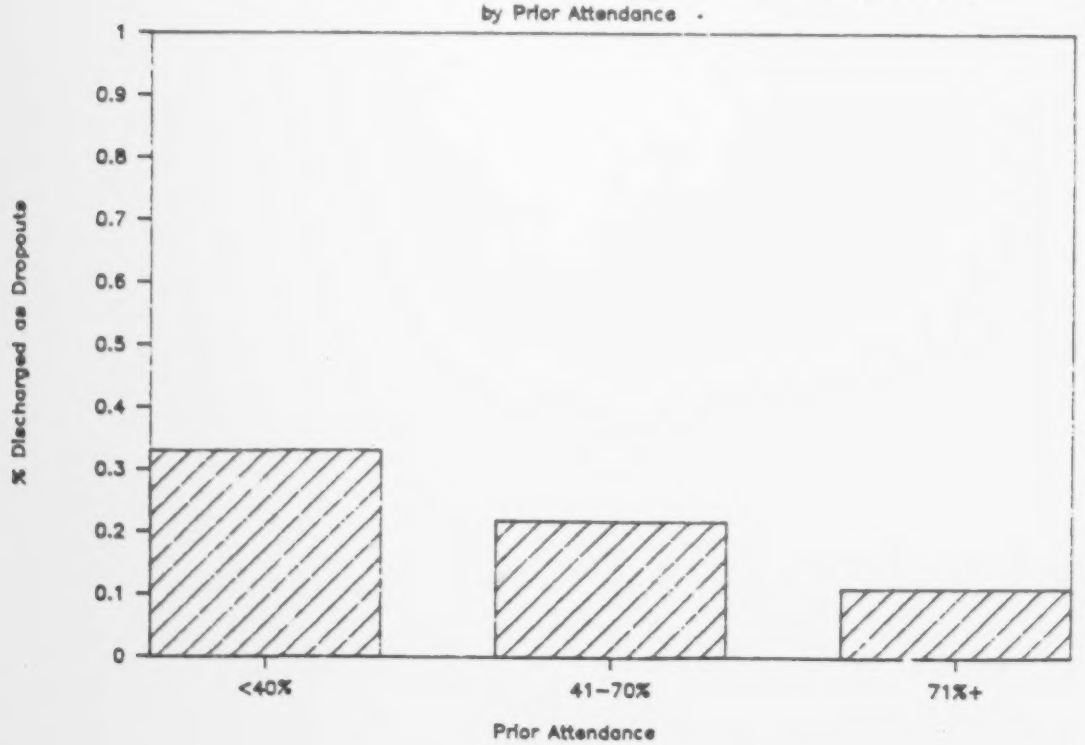


Figure 5-5

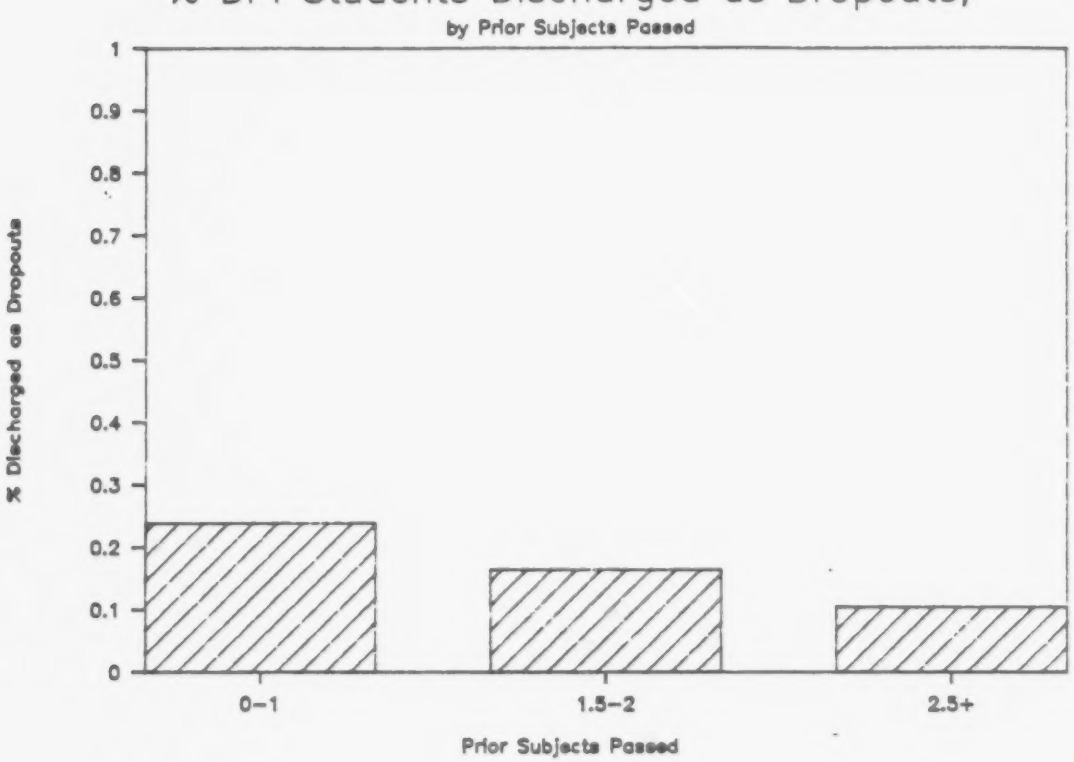
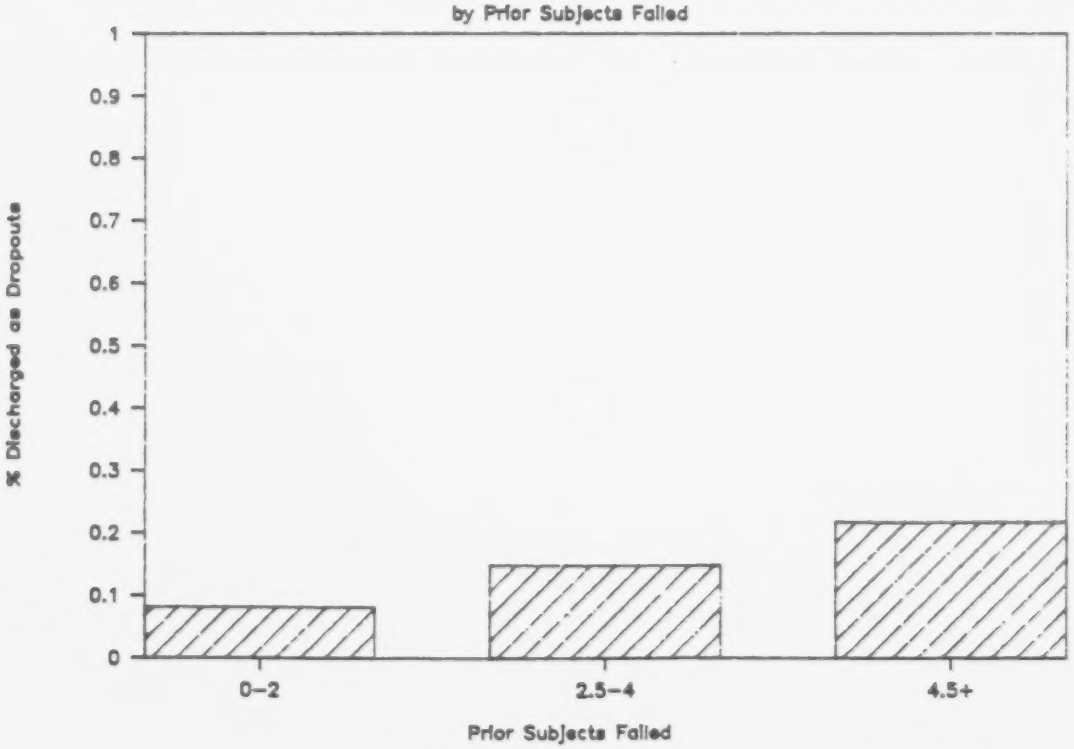


Figure 5-6



0 to 1, 1.5 to 2, or 2.5 or more courses prior to entering the DPI program. Students who had passed just one or no courses prior to program entry had about a one in four chance of being discharged as dropouts during the 1985-86 school year. In contrast, students who had passed 2.5 or more courses before program entry had a one in ten chance of being discharged as dropouts.

The pattern for course failures is very similar, although in the other direction. This pattern is shown in Figure 5-6. Targeted students failing less than two courses prior to entering the DPI program in 1985-86 had only a one in twelve chance of being discharged as dropouts. But students failing more than four courses had slightly more than one chance in five of being discharged as dropouts.

Test scores. Among the DPI targeted high school students, those with lower test scores had a greater likelihood of being discharged as dropouts than those with relatively higher test scores. About one-half of all targeted high school students had normal curve equivalent (NCE) scores of ten or below in reading and math (corresponding to roughly the bottom ten percentiles nationally). Of this group, about one in four were discharged as dropouts in the 1985-86 school year. Conversely, those students scoring at or above approximately the twenty-fifth percentile nationally had just a one in twelve or thirteen chance of being discharged as dropouts. The findings for reading and math are shown in Figures 5-7 and 5-8, respectively.

Other characteristics. We also examined several other

Figure 5-7

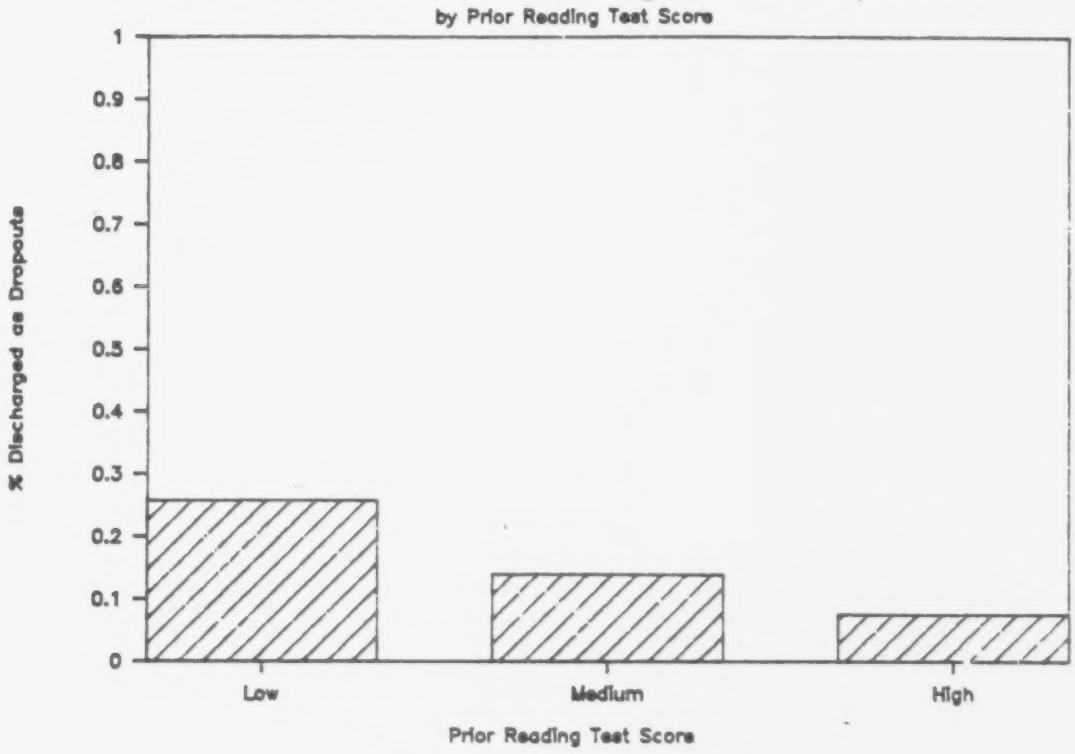
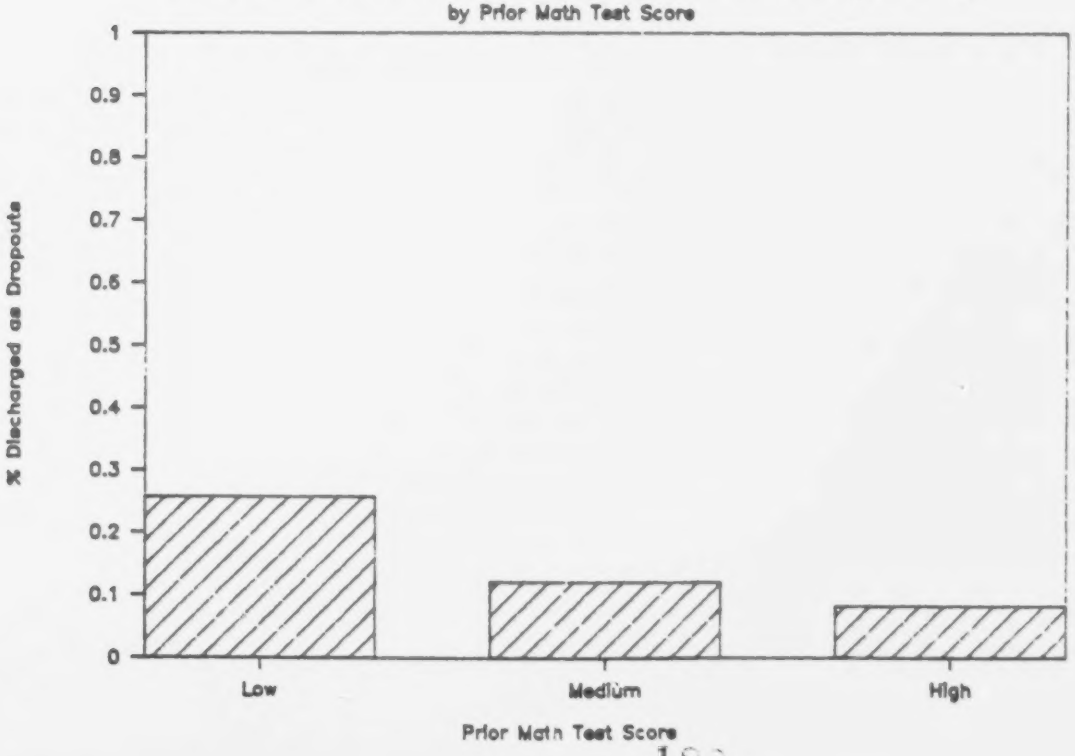


Figure 5-8



student characteristics: whether they were admitted to the DPI program in the fall or spring, whether they had been long-term absentees (LTAs) prior to program entry, and whether they were male or female.

Of these factors, by far the most noteworthy is LTA status. Only about 400 of the approximately 6,000 DPI high school students were identified as LTAs prior to program entry -- about 7% of the target population. But this group was by far the most likely to be discharged as dropouts of any group considered. Fifty-six percent of those students flagged as LTAs before entry into the program were discharged as dropouts in 1985-86. This figure may be compared to the approximately 14% of the non-LTAs who were discharged as dropouts. It is difficult to know what conclusions to draw from this result, especially since the eligibility of LTAs for program participation was somewhat ambiguous in 1985-86. And to many it may seem merely common sense that students whose excessive absences have led to official labeling should be further acted on officially. Still, the results are striking in their implication that most LTAs are discharged as dropouts when still in the ninth or tenth grade.

We also found that students admitted to the program in the spring semester were much less likely to be discharged as dropouts than students admitted in the fall semester. Again, a relatively small proportion (about 10%) of the program participants were admitted in the spring. But of these, only about 5% were discharged as dropouts, compared to about 18% of the fall program admissions. A variety of interpretations might

apply here. It may be that schools were unwilling to discharge students so quickly after undertaking to admit them to the DPI program. Or, it may be that schools were more selective in their spring admissions, choosing to enroll in the program only those students thought to be likely to continue in school. It might be that schools started with the harder to reach students, and later took on less at risk students, when the difficulties of reaching the high risk students became apparent. We cannot be sure why this pattern existed.

Finally, we note that male program participants were slightly more likely than female program participants to be discharged from high school as dropouts in the 1985-86 school year. About 18.5% of the male DPI program enrollees were discharged as dropouts, compared to 15.7% of the female DPI participants. This difference is not large, and perhaps the most notable aspect of this comparison is that females are almost as likely to be discharged as dropouts as males, which runs counter to conventional wisdom, if not previous research.

More on school-to-school differences

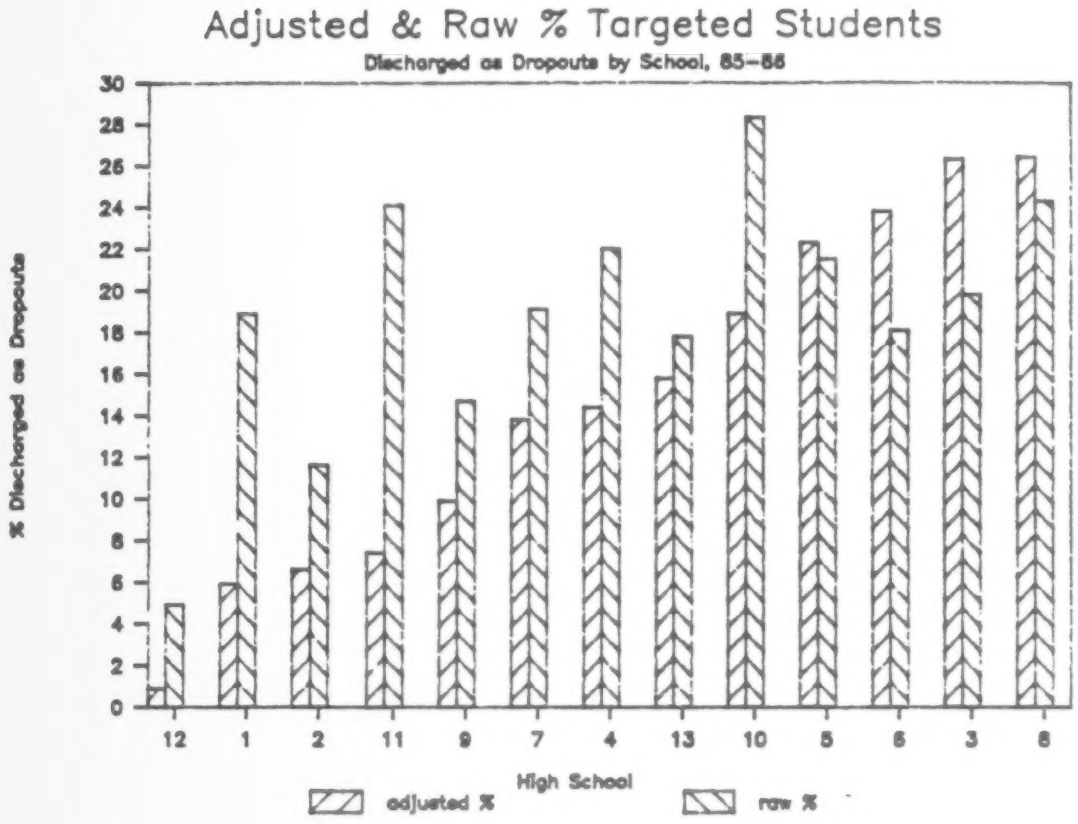
In our first year final report, we found that the 13 DPI high schools enrolled students with varying risk characteristics into the DPI program. The participating students in some schools were considerably more at risk than the program participants in other schools. Some schools enrolled students with extremely poor prior attendance and course performance; others, students with "just" bad prior records.

In this section, we have observed two phenomena. First, there are substantial school-to-school differences in the proportion of targeted students discharged as dropouts in 1985-86. Figure 5-1 shows that the proportion of targeted students discharged as dropouts varies substantially from school to school. Second, we have seen that students' background characteristics, especially their age, attendance histories and prior course and attendance performance, are related to the likelihood of their being discharged as a dropout.

Taken together, these three phenomena raise the possibility that school-to-school differences in the rate at which targeted students were discharged as dropouts in 1985-86 can be accounted for by school-to-school differences in the risk levels of the students the schools targeted for services. Put differently, perhaps the schools which discharged higher proportions of targeted students as dropouts did so because the students were more at risk of dropping out, based on their measurable characteristics. If this were so, then statistically controlling for school-to-school differences in background characteristics would remove the differences among the DPI high schools in rates of discharging targeted students as dropouts.

The results of an analysis showing school-to-school differences in rates of discharging students as dropouts when student characteristics are controlled is shown in Figure 5-9. This analysis answers the hypothetical question, how different would the 13 DPI high schools' rates of discharging targeted students as dropouts be if each school had targeted students with

Figure 5-9


Adjusted & Raw % Targeted Students
Discharged as Dropouts by School, 85-86
% Discharged as Dropouts
30
28
26
24
22
20
18
16
14
12
10
8
6
4
2
0
12
1
2
11
9
7
4
13
10
5
6
3
8
High School
adjusted %
raw %

identical ages, prior attendance rates, prior numbers of subjects failed, and reading test scores? These adjusted rates were computed using the overall average levels of these characteristics among targeted students across all 13 high schools with complete data.

The schools are arranged in Figure 5-9 in order of their adjusted rates of discharging targeted students as dropouts. School 12 has the lowest adjusted rate of discharging students as dropouts, about 1%, while School 8 has the highest adjusted rate, about 26%. For comparison purposes, the raw rates of discharging targeted students as dropouts (from Figure 5-1) are reproduced for each school immediately to the right of the adjusted dropout discharge rates.

In some schools, the adjusted dropout discharge rates exceed their corresponding raw rates; for others, the adjusted rates are lower than the raw rates. The adjustments shuffle the school rankings somewhat, although overall some schools have lower dropout discharge rates, and others higher, regardless of which rate is considered. What is certainly clear, though, is that differences among schools in their rates of discharging targeted students as dropouts persist even when school-to-school differences in the characteristics of targeted students are taken into account.

The fact that some schools have lower dropout discharge rates than would be expected on the basis of the types of students targeted for services is ambiguous. Does this mean that those schools are more effective in serving their targeted

students, or are their rates lower due to administrative policy? High schools have some discretion in how they handle at risk students. They can choose to be aggressive or passive in tracking non-attending students. In some cases schools can choose among several possible codes for discharging students. Some schools may be more prone than others to discharge students using the dropout codes. These policy differences may account for school-to-school differences in rates of discharging students as dropouts, even when student characteristics are taken into account. Moreover, even if we were to conclude that there were meaningful school-to-school differences in dropout discharge rates, further work would be necessary to determine whether these effects were due to the dropout prevention programs in these schools, or other aspects of the schools.

We still have much to understand about the process by which the 13 DPI high schools discharge students as dropouts. We are continuing to study this issue, in the hope that we can ascertain to what extent school-to-school differences in administrative policy affect the reported rates of discharging students as dropouts. Once this is done, we can begin to consider whether some schools and programs are more effective in handling at risk students than others. We shall use the results of these analyses, and others considering attendance and course performance outcomes, to examine under a more powerful lens those schools doing either much better or much worse than the other DPI high schools.

APPENDIX 1

EVALUATION METHODOLOGY

For the second-year evaluation of the Dropout Prevention Initiative, researchers employed both qualitative and quantitative methodologies in gathering data on the 42 program sites and on the background characteristics and outcomes of students participating in the program. This Appendix provides a broad outline of the primary research activities of the evaluation.

Data Collection

1. Ethnographic observations of program activities in all 42 schools. All members of the evaluation staff responsible for field work made regular visits to the program sites, typically at least twice a month for a total of at least a day a month in each middle school and high school site. During these visits, they sought opportunities to participate in and/or observe a variety of DPI activities. Given the wide range of different activities across the program sites, field researchers did not observe exactly the same set of activities in all schools, but most broad categories of activities were observed in more than one school. The researchers kept field notes of their observations, and also collected relevant supporting documents from program personnel. The focus of the observations was on describing staff behaviors, student behaviors, and settings for DPI activities and the larger school contexts.

2. Informal, semi-structured interviews with principals, program coordinators, district facilitators, Board-level administrators, CBO supervisors, teachers and other service providers in all 42 schools. All principals, program facilitators/coordinators, and CBO site supervisors, and most other regular members of DPI staffs at the school sites and program management offices were interviewed or observed at least once during the year, and in most cases repeatedly. The intent of the evaluation project was to learn how this wide spectrum of program personnel perceived the Dropout Prevention Initiative and its component activities. Informal interviewing techniques were used, in order to elicit the informants' own interpretations of policies and events. Follow-up questioning was used in order to obtain comparable interview information across sites.

3. Collection of logs documenting services delivered to students through the Dropout Prevention Initiative. In order to obtain a representative sample of information on student utilization of DPI services during Year Two, the evaluation project made use of a data collection system already in place in the middle schools, and developed a special one for the high schools. At the middle school level, programs were required by the Office of Student Progress to complete a monthly summary of services for each student participant. These records, known as "MSSRs," had spaces for reporting, on a day by day basis, the attendance of each student and the types of program services each student

received. The evaluation project obtained copies of the MSSRs completed during November, February, and May at all the middle school sites. Since no method was in place for documenting services to high school students, the evaluation project devised one. The high school programs typically involved a much larger number of service providers than the middle school programs did, so using a single record for each student to show their utilization of services was not seen as feasible. Instead, all service providers kept logs of their interactions with students during three two-week periods, in December, March, and May. Data from these logs were computerized at Teachers College and aggregated by student as well as by service category, and are being analyzed for patterns of service delivery.

4. Administration of a student attitude survey to a sample of targeted students in most of the schools. In order to assess student background characteristics, including socioeconomic status, attitudes toward school, personality characteristics, and aspirations, the evaluation project developed a student survey. One hundred and fifty students in each school were selected to take the survey, which was administered by evaluation project personnel. The response rate was not high, despite repeated administrations. Student responses are in the process of being computerized and analyzed, as of the writing of this report.

5. Examination of CBO contracts, high school program plans, and middle school building plans; examination of monitoring reports

on CBOs, from the Office of Funded Programs, and monitoring reports on middle school programs from the Office of Student Progress. The evaluation project obtained copies of these planning and review documents, which were prepared for various offices of the Board of Education. The documents were reviewed for information pertaining to implementation of program activities, program staffing, and other management/administrative issues; this information was then compared to that obtained through other sources, including on-site observations and program records of service delivery.

6. Collection of statistical data on student program participants. The evaluation project worked in conjunction with the Office of Educational Assessment to obtain statistical data on student background characteristics, their eligibility for program participation, their attendance and achievement prior to and during the program, and their dropout/discharge status.

Data Analysis

The analysis of data obtained through the methods listed above involved a multi-stage process. Field notes and program documents were reviewed to identify salient issues, themes, or problems regarding program implementation. Several matrices of key variables were developed, and then researchers once again reviewed data on each program site and coded information onto the matrices. Discussions among researchers were held to share and verify information, and to ensure that observed phenomena were

interpreted through the perspectives of multiple researchers.

To quantify the findings on program implementation, several indices were used. As described in Chapter 2, lists of activities occurring at each site were drawn up, comparable activities across sites were grouped into descriptive categories, and tables summarizing the activities occurring in each program model were created. These tables report the frequency with which each activity most often occurred (weekly, daily, etc.). In summary tables for each program site, the number of different activities occurring in each component was reported, along with the date by which at least three-quarters of the activities were in place.

Additionally, a rating scale was used to assess the relative extent of implementation of the various program components. This "Stage of Development" rating scale is an adaptation of a well-established assessment tool, the "Levels of Use of the Innovation" scale developed by Gene Hall and Susan Loucks. (The scale itself is described in more detail in Chapter Two.) The original Levels of Use scale focuses on the individual teacher or "implementer" as the unit of analysis and operationalizes the behaviors of innovation users and nonusers -- what they *do* in relation to the innovation. Because the Dropout Prevention Initiative programs involve many implementers, the evaluators decided to examine the overall state of the program, taking into account the relative weight of many staff persons' behaviors regarding the program. Each school was given a score for each program component; this score was arrived at by comparing what

was known about the program (through interviews, observations, and records) against a standard or "ideal" description for each stage of development. Rating the schools was both an individual and group process: field workers first scored their own schools, then met in small groups to discuss findings and scores in order to ensure intercoder reliability. In a large group meeting, evaluators discovered one way in which the scale was not being used uniformly, so the standard descriptions were revised slightly and then the scores for all the schools were reviewed.

One problem encountered in this analysis was that each program component incorporated a number of activities of varying frequency and importance, which might not be adequately reflected through a single Stage of Development score for the component. It would have been extremely difficult to assign specific weights to activities; for example, would they have been weighted on the basis of what the program design considered most important or on the basis of what each school's staff considered most important? The evaluators' solution was to determine first a modal score, on the assumption that outliers from the mode would tend to be the less significant activities. Each modal score was then compared against the score for what had been observed as the component's most important activities, and an adjustment was made if it appeared to be called for. In most cases, the modal score was found to be appropriate. In the report, the range of scores for each component is listed, to illustrate how far some activities varied from the mode.

The congruence of these assessments of program

implementation with findings about service delivery from the middle school MSSR data has been examined, and a similar analysis will be conducted with high school implementation ratings and service data, when the latter data are available in a computer file.

The major data reduction formats which were utilized are shown at the end of this Appendix. These data summaries and analyses provided the core of information presented in this Interim Report. Where appropriate, relevant anecdotal information from observation or interview notes has also been provided.

Further analyses will relate program implementation and service delivery to outcomes, and will focus as much on individual, outlier schools as on general patterns across the schools.

DATA ANALYSIS FORM 1: YEAR TWO ACTIVITIES INVENTORY

School _____ Model _____ Researcher _____

ACTIVITY	COMPONENT PLANNED UNDER	ACTUAL COMPONENT(S)	START DATE	END DATE	FREQUENCY SCORE	RUN BY CBO (C), SCHOOL (S), or JOINTLY (C/S)	LEVEL OF USE SCORE	COMMENT

ANALYSIS FORM 2: KEY VARIABLES AFFECTING PROGRAM IMPLEMENTATION

School	Need/relevance of change	Clarity of change	Complexity of change	Quality of change	Past history of innovation	Adoption/planning process

(Analysis Form 2, continued)

School	District/central support	Role of principal	Staff relations	Staff development	Staff characteristics	Program Time-line	Info systems

ANALYSIS FORM 4: DPP PERSONNEL

(Please list on this form all school or CBO personnel who are on the DPP payroll -- paid either by school or CBO. Do not include teachers who get per session pay. Keep CBO and school personnel separate.

Please list school personnel by categories in the following order and with the following line numbers: Teacher=3001; Guidance Counselor=3341; School Secretary=3491; Sub. School Secretary Asst.=3541; Sub. School Sec'y Intern=3531; Social Worker=2821; Teacher Staff Devel. ($10/hr)=6264; Teacher Hourly ($22/hr)=3004; Educational Para=6074; Family Para=6029; School Aide=6204; Lab Assistant=3341.

Researcher:

Model:

School:

Name	Position/Title	Line Number	Paid by CBO,DPP, or Schl	Start Date	End Date	% Time	% Time Allocations by Prog Components* F	AO	GC	HS	SLL	AE	S	Other

* % Time should add up to 100% for each person. F=Facilitation; AO=Attendance Outreach; GC=Guidance and Counseling; HS=Health Services; SLL=School Level Linkages; AE=Alternative Educational Programs; S=Security; O=Other -- please give brief description

ANALYSIS FORM 3: STUDENT LISTS

Researcher:

Model:

School:

	Large list of kids eligible for DPP/AIDP	List of students receiving school services	A list of students receiving services from: (CBO)	Students served by (CBO)	Students served by (CBO)	Students served by (CBO)	The official DPP/AIDP roster (composite of CBO&schl lists)	Original list of kids to do surve
When was this list developed?								
Who developed it?								
What information was used to generate it? (e.g., data from schl records, OSP printouts, last year's DPP files)								
Was it added to, revised, thrown out; was a new list drawn up? When, why, and how?								
How accurate is it? Does it include most or all students in the category?								
To whom was the list given? For what purpose?								
Was the list-maker satisfied with the way in which the list was used? If not, why?								
Was the list-user satisfied with the list? If not, why?								

ANALYSIS FORM 5: DPP/SCHOOL INTEGRATION

School_____

Model_____

Researcher_____

Questions to consider and respond to:

1. Are DPP activities a regular agenda item of school cabinet meetings?

2. Are DPP activities regularly discussed as part of other major school committees -- attendance committee, programming committee, security committee, etc.?

3. Do the program activities overlap with or contribute to school efforts in the areas of the program components (e.g., guidance, security, health)? Are DPP activities planned in conjunction with other school efforts?

4. What is the nature and extent of DPP/AIDP services that are provided to non-targeted students?

5. What is the extent of teacher awareness of and involvement in DPP/AIDP?

6. What other school programs are the targeted pupils involved in?

7. To what extend are organized parent organizations involved in DPP/AIDP and vice versa?

8. Is the principal an advocate of the program? What is the extent of the principal's involvement?

9. To what extent are DPP/AIDP programs integrated with neighborhood programs under the service components -- health, security, alternative educational programs, etc.?

10. What activities occur (e.g., meetings, special events) that allow DPP/AIDP staff to communicate with school staff?

11. Have DPP/AIDP activities had any visible impact on the overall school climate?

12. Are regular school funds used in any way to support DPP activities? Are DPP funds used to support activities that will then receive regular funding?

IMPLEMENTATION STAGES OF DEVELOPMENT*

Rating Scale

Score	Stage	Description
0	Non-existence	Nothing done; nothing planned.
1	Consideration	School/CBO thinking about doing something; hasn't decided yet.
2	Start-up	Preparation and very early use (e.g., first 1-2 months of an activity).
3	Trial/Working out the kinks	Activity has been in place a while or is occurring irregularly; staff- and school- oriented changes are still being made (schedule, job descriptions, etc.).
4	Routine use	Activity occurring on a regular basis. Procedures are set; staff know their roles. Few changes are being considered; attention is given to services and outcomes for individual students.
5	Refinement	School/CBO staff occasionally examine specific activities and look at their impact on groups/categories of students.
6	Transformation	School/CBO staff regularly evaluate various activities and/or program as a whole and are generally prepared to make changes to meet student needs.

* This scale is an adaptation of the Level of Use scale described in: Hall, G. E., and Loucks, S. F., A Developmental Model for Determining Whether the Treatment is Actually Implemented, American Educational Research Journal, 14:3, 263-276, Summer 1977.